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ABSTRACT

This study investigates three alternative methods in practice for operating and funding the Department of Defense (DOD) dependents' schools that are located in American military installations. Through the Military Construction Authorization Act of 1985, Congress indicated that federal maintenance and operation of dependents' schools was not an exclusive responsibility and might no longer be necessary. The General Accounting Office was directed to evaluate the following alternative practices: (1) the local operation, maintained by school districts on or off installations and funded by federal, state, and local governments; (2) the contract operation, which allows DOD to contract with local school districts and to assume funding; and (3) the coterminous operation, whereby dependents' schools operate as local school districts and funding is shared by the Department of Education and the responsible state government. The recommendation of the study is for the coterminous operation alternative. Chapter 1 of the report discusses funding methods and federal impact aid. Chapter 2 reviews the alternatives and offers recommendations. The coterminous operation is recommended because the federal government would net substantial savings, nine states would assume educational responsibility, and the states' annual funding would increase substantially. Chapter 3 analyzes legal restrictions, discusses the five installations where more than one local school district adjoins the installation, and lists desegregation plans. The document includes numerous tables and seven appendices. (CJH)

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Report to the Congress

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December 1986

DOD SCHOOLS

Funding and Operating Alternatives for Education of Dependents

ED278152

EA 019 152

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GAO

United States
General Accounting Office
Washington, D.C. 20548

Comptroller General
of the United States

B-224945

December 10, 1986

To the President of the Senate and the
Speaker of the House of Representatives

This report discusses alternative methods for operating and funding Department of Defense dependents' schools located on 17 military installations in the United States. We undertook this review in accordance with the Military Construction Authorization Act, 1985 (Public Law 98-407).

We are making a recommendation to the Secretaries of Education, the Army, the Air Force, and the Navy concerning the best alternative for funding and operating the schools and are suggesting that the Congress consider certain changes to impact aid funding levels.

Copies of this report are being sent to the appropriate House and Senate committees and subcommittees; the Secretaries of Defense, Education, the Army, the Air Force, and the Navy; the education superintendents of the nine states included in our review; and other interested parties.

Charles A. Bowsher

Charles A. Bowsher
Comptroller General
of the United States

Executive Summary

Purpose

Historically, public elementary and secondary education has been a state and local responsibility. In 1985, however, the Department of Defense (DOD) spent $88 million to operate elementary and secondary schools for 29,000 military dependents on 17 military installations in nine states. These schools were established beginning in the early 1800's because for various reasons a suitable free education was not available from local school districts. Either the locales were sparsely populated, the installations adjoined racially segregated school districts, or the states restricted the spending of state funds to educate dependents on the installations.

In passing the Military Construction Authorization Act, 1985 (Public Law 98-407), the Congress indicated that the exclusive federal responsibility for funding and operating the military dependents' schools might no longer be necessary. GAO was directed to determine the most suitable alternative for funding and operating these schools.

Background

In addition to these DOD-funded and operated schools, three alternative methods are used to educate military dependents living on military installations.

Under the local operation alternative, local school districts operate schools, on or off installations, currently attended by 212,000 students. Funding comes from federal, state, and local governments. The contract operation alternative allows DOD to contract with local school districts and totally fund the education of 1,700 students. Under the coterminous operation alternative, dependents' schools operate as local school districts whose boundaries are the same as the military installations. Funding for coterminous school districts, in which 7,100 students are educated, is shared by the Department of Education (through the impact aid program) and the responsible state government.

For the existing method of operating and funding the schools to be discontinued and one of these operational alternatives implemented, the Secretary of Education and the secretary of the military department involved, in consultation with the head of the appropriate state education agency, must agree, according to law.

Results in Brief

The coterminous operation alternative to the DOD-funded and operated dependents' school program at the 17 installations appears the best of the three alternatives.

This alternative would save DOD about $88 million annually. But net savings to the federal government would be between $43 and $88 million depending on whether the Congress increases impact aid to reimburse localities for funds provided to the new districts. Under this alternative, which would give the nine states educational responsibility, the states' total annual funding could increase between $59.6 and $61.5 million, but the average increase in the states' education budgets would be less than one-half of 1 percent. There would be no direct operational or funding impact on nearby local school districts.

At each installation, a decision to change the method of funding and operating dependents' schools would have to be negotiated by the appropriate secretaries and the head of the state education agency. In each instance, the parties might arrive at an alternative more appropriate than coterminous operation. Employee equity issues regarding employment opportunities and salary and benefit levels, and jurisdictional and other impediments would have to be considered and resolved. The latter might include the federal government's exclusive legislative jurisdiction possibly limiting state and local authority to provide education services on the installations and state restrictions on funding of education.

Principal Findings

Effects of Selecting Alternatives

The anticipated effects of selecting each of the three alternatives compared to the current DOD-funded and operated dependents' schools are summarized in table 1.

Table 1: Anticipated Effects of Selecting Each of Three Alternatives for Operating Schools for Dependents

	Anticipated effect of each alternative		
Factor affected	**Local**	**Contract**	**Coterminous**
Federal expenditures:			
Dept. of Defense	Eliminated	Same	Eliminated
Dept. of Education[a]	None or higher ($0-$44 million)	None	None or higher ($0-$45 million)
State expenditures	Higher ($59.6-$61.5 million)	None	Higher ($59.6-$61.5 million)
Local expenditures	None	None	None
Level of education services (based on overall funds available for services)	Lower	Same	Higher
Transfer of students from existing schools	Possible	None	None
Job opportunities, salaries, and benefits for employees of existing schools	Probably less due to loss of federal status and significantly lower funding	Possibly less due to loss of federal status but no decrease in funding	Slight reduction possible due to loss of federal status but increased funding

[a] The Congress has provided impact aid funds, distributed by the Department of Education, to compensate local school districts impacted by federal activities for loss of revenue due to the nontaxable status of federal property acquired within their jurisdictions and the cost of educating children who live on and/or whose parent works on federal property, or whose parent is on active duty in the uniformed services. Any increases in impact aid would depend on whether and to what extent the Congress increased impact aid appropriations for the military students absorbed by local districts. The estimates of reduced federal expenditures shown are for school operating costs and do not include capital costs.

Effects of Impact Aid on Other School Districts

In recent years, annual impact aid appropriations have been insufficient to provide full funding, causing local districts to incur pro rata reductions. Transferring the dependents' schools to local school districts or establishing the installations as new coterminous school districts would exacerbate this situation and cause an annual reallocation of between $24 and $45 million of impact aid funds from other federally impacted districts nationwide to the districts that assume responsibility for these military dependents.

Under current funding formulas, were the coterminous alternative adopted, most of the new military school districts would be funded at a higher level than now because, according to federal laws, the states generally cannot consider federal impact aid payments when determining their funding of local school districts.

Recommendation

In forthcoming deliberations among Department of Education, DOD, and appropriate state education officials concerning the shifting of responsibility for funding and operating the military dependents' schools, GAO recommends that the Secretary of Education and the secretaries of the affected military services, in the absence of any special circumstances, generally seek adoption of the coterminous local school district alternative.

Matters for Consideration by the Congress

The Congress may want to consider (1) increasing the impact aid appropriations to offset funds lost by local districts nationwide to the districts absorbing the military dependents, and (2) enacting legislation allowing states to reduce their payments to new coterminous schools to avoid an increase in total per-pupil funding.

Agency Comments

While DOD generally agreed with GAO's conclusion that coterminous operation is the best of the three alternatives to the current method of funding and operating military dependents' schools, it believes such decisions should be made on a case-by-case basis and that in specific instances another option might be better. This is not inconsistent with GAO's view that decisions to alter the current arrangement must be negotiated for each installation, and that indeed for some locations another alternative may be appropriate.

The Department of Education said it favored transfer of the DOD-funded and operated dependents' schools to local school district operation. GAO, however, continues to favor the coterminous operation because the shift of responsibility to the states would be less disruptive than the transfer of the DOD schools to local school districts.

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Abbreviations

AFB	Air Force base
DOD	Department of Defense
GAO	General Accounting Office
MCB	Marine Corps base

Introduction

The Department of Defense (DOD) currently funds and operates schools for dependents of military personnel on 17 military installations in the United States. While the education of military dependents historically has been a state and local responsibility, between the early 1800's and the 1950's these schools were operated by the military services to provide an education to military dependents living on installations where a suitable free public education was not available. The causes were various; e.g., installations being located in sparsely populated areas, adjoining racially segregated school districts, and/or being located in states having restrictions on expenditure of funds to educate military dependents.

These DOD-operated schools are commonly referred to as section 6 schools, having been funded under section 6 of Public Law 81-874, the federal impact aid legislation for education (see p. 13). From 1951 to 1981, funding responsibility was given first to the Department of Health, Education, and Welfare and subsequently to the Department of Education. The Omnibus Budget Reconciliation Act of 1981 (Public Law 97-35), however, transferred responsibility to DOD.

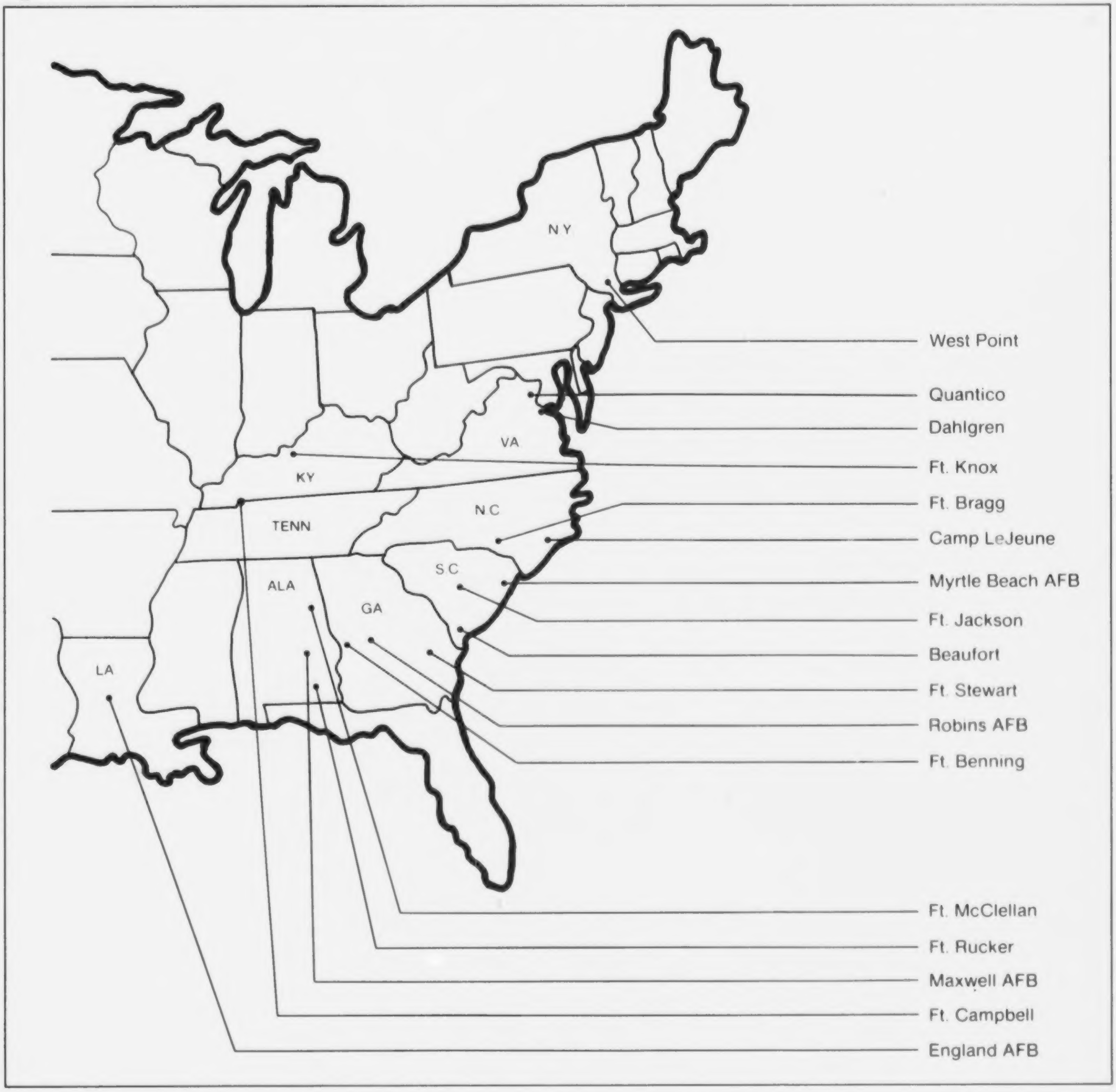
During the 1984-85 school year, the section 6 schools enrolled about 29,000 students at the elementary and secondary levels. At 4 of the 17 installations in four states, the schools included kindergarten through grade 12. At the other 13 installations in seven states, the school systems included kindergarten through grades 6 or 8. The secondary school students are educated in local public schools located off the installations (which receive impact aid to help pay for the cost of such education) or—if the parents choose and pay tuition—at private schools (not eligible for impact aid). Nine installations are Army posts, four are Air Force bases (AFBs), three are Marine Corps bases (MCBs), and one is a Navy base.

The federal contribution for educating students in dependents' schools is significantly higher on a per-student basis than if the students attended local schools. The Congress apparently recognized that one reason for maintaining the schools—to avoid sending military dependents to local segregated schools—no longer exists. Thus it included in the Military Construction Authorization Act, 1985 (Public Law 98-407), a requirement that we determine the most suitable means to pay for the operation and construction of section 6 schools. In particular, we were asked to determine the effects on impact aid program funding and local school districts of transferring to such districts the responsibility for funding and operating the schools.

In the Military Construction Authorization Act, 1986 (Public Law 99-167), the Congress also required that the Secretary of Defense submit a plan for transferring the schools to local school districts by July 1, 1990. DOD's plan, dated March 4, 1986, describes a four-phased approach involving (1) initial planning, (2) detailed issue development, (3) option preparation, and (4) submission of legislative proposals to the Congress for transferring the schools to state control (see app. I).

The locations of the 17 installations with section 6 schools are shown in figure 1.1.

Figure 1.1: Locations of Installations With Section 6 Schools


N Y
VA
KY
N C
TENN
S C
ALA
GA
LA
West Point
Quantico
Dahlgren
Ft. Knox
Ft. Bragg
Camp LeJeune
Myrtle Beach AFB
Ft. Jackson
Beaufort
Ft. Stewart
Robins AFB
Ft. Benning
Ft. McClellan
Ft. Rucker
Maxwell AFB
Ft. Campbell
England AFB

Methods of Funding Military Dependents' Schools

For school year 1984-85, direct DOD expenditures for operating and maintaining section 6 schools attended by some 29,000 dependents totaled $88 million, or about $3,013 per pupil. Further, the Congress authorized DOD to spend $53.4 million in 1985 and $31.6 million in 1986 for new construction, renovations, and additions to the schools.

In addition to the direct federal operation and funding of schools under section 6, three other methods currently are used to educate the nearly 250,000 military dependents living on stateside installations and attending elementary and secondary schools, as outlined in table 1.1. More than 212,000 students go to locally operated schools on or off the installations, run by local school districts with funds from federal, state, and local sources. The school district's boundaries include, but are not limited to, the military installation. Under contract operations, 1,700 students attend schools run by local school districts under contract to DOD with total federal funding. Finally, some schooling represents a coterminous operation; a dependents' school system is run as a local school district whose boundaries are the same as those of the military installation. For these, funding is shared by the federal and state, but not local, governments.

Table 1.1: Types of School Operations and Funding for Education of Military Dependents in the United States

Type of school operation	School location (on/off military installation)	School operated by/as	Type of funding	No. of students (school year 1984-85)
"Section 6" (under Public Law 81-874)	On	By DOD	DOD	29,000
Local	On or off	By local school district	Department of Education, state, and local	212,000
Contract	On	By local school districts under DOD contract	DOD	1,700
Conterminous	On	As local school districts whose boundaries are the same as those of the installation	Department of Education and state	7,100
Total				**249,800**

Federal Impact Aid in Brief

For the local and coterminous types of school operations, accounting for about 88 percent of the military dependents, the principal source of federal contributions to the cost of their education is the federal impact aid program. This program, administered by the Department of Education, provides financial assistance to local school districts in cases where the federal government acquired land in the district, creating a financial burden on the local educational agency because federal land is not taxable. The amount of assistance is dependent upon a number of factors including (1) the residence of parents and children and the workplace of parents whose children attend the affected schools and (2) substantial increases or decreases in school enrollments that have occurred as the result of federal activities.

The children being considered in funding determinations are often referred to as "federally connected children" and are categorized as

- "A" children, who reside on federal property and who have a parent employed on federal property or on active duty in the uniformed services (so named because aid is provided under section 3(a) of the impact aid legislation), or
- "B" children, who reside on federal property or with a parent employed on federal property or on active duty in the uniformed services (so named because aid is provided under section 3(b) of the impact aid legislation).

Impact aid is intended to compensate local school districts for (1) loss of property tax revenue due to the nontaxable status of federally acquired property within their jurisdictions and (2) the cost of educating federally connected children in local school districts. In fiscal year 1985, $643 million was paid to 2,672 local school districts to help compensate them for about 2 million federally connected children who attended these districts' public schools. The fiscal year 1986 presequestration appropriation for impact aid was the same as that for fiscal year 1985. Paid directly to local school districts, impact aid funds become part of the districts' operating budgets, available for any purpose chosen by the districts that is consistent with applicable laws and regulations (except for a 50-percent increment reserved for children receiving special education).

The Congress recognized that "A" children (whose parents live and work on a military installation) impose a greater burden on local school districts' budgets in terms of lost property, income, sales, and other potential local tax revenues than do "B" children (whose parents either live or work on an installation, but not both). Thus, the law authorizes the Department of Education to compensate local school districts more per capita for children in the former than for those in the latter category. Local school districts with 20 percent or more of students classified as "A" children are designated "Super A" districts and receive a higher federal payment than do "Regular A" districts, which have less than 20 percent "A" children. In recent years, Super A districts have received about three times more funds per pupil than have Regular A districts. All children attending section 6 schools would be classified as "A" students if they attended schools in local districts because they live on federal property with parents who also work on federal property.

Impact aid is not a strict entitlement program because payments to local school districts, while based on legislated formulas, are limited by appropriation levels. In recent years, annual appropriations have been insufficient to provide full formula funding and pro rata reductions have been made, usually to Regular A districts after full formula funding of Super A districts. Impact aid payments for the 1984-85 school year averaged $1,500 per "A" pupil in Super A districts and $500 per "A" pupil in Regular A districts.

Under Public Law 81-874, federal administration of section 6 schools may be terminated when the Secretary of Education and the secretary of the concerned military department jointly determine, after consultation with the appropriate state education agency, that a local school district can provide suitable free public education.

Objectives, Scope, and Methodology

In performing this congressionally mandated study of the funding of section 6 schools for military dependents at 17 stateside military installations, our objectives were to

- determine the most suitable means of funding those schools, which currently are funded and administered entirely by DOD,[1] and
- identify, to the extent practicable, the legal, jurisdictional, and other impediments that would have to be resolved to change the method of funding and operating the schools.

The question of who would fund construction and maintenance of school facilities in the event of a change from the current method is one that would have to be resolved, but we did not address it because such funds are not provided through the section 6 or impact aid programs. The issue and potential options are, however, discussed in DOD's plan for the transfer of the schools (see app. I).

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[1] As we advised the House Armed Services Subcommittee on Military Installations and Facilities during our April 17, 1985, discussion of the status of and approach to our review, we did not include section 6 schools in Puerto Rico in our study. Local operation of such schools—where Spanish is the principal language—probably is not a realistic option.

We focused on three alternative methods currently in use for funding and operating dependents' schools on military installations: local, contract, and coterminous. To achieve our objectives, we (1) calculated the levels of federal impact aid, state, and local funding under each alternative; (2) developed information on the education resources and services of the section 6 schools and the adjoining or nearby local school districts; (3) obtained federal, state, and local officials' views on the alternatives; and (4) identified legal and other impediments associated with the alternatives.

At the federal level, we obtained and analyzed information from the Departments of Defense, Education, and Justice regarding (1) section 6 schools and the impact aid program; (2) related jurisdictional and legal matters; and (3) costs and the potential impact on funding levels of changing the current operating mechanism.

At each of the 17 stateside military installations, we met with installation commanders, directors of personnel and community affairs, section 6 school officials, and parents and school board representatives to obtain information and their perceptions on

- section 6 school expenditures,
- the effects of a transfer on the section 6 students,
- characteristics of the section 6 schools' education resources and services, and
- demographic and socioeconomic characteristics of the section 6 schools' student populations.

State education agency officials of the nine states in which the 17 stateside military installations were located identified for us 26 local school districts most likely to be involved in a transfer of the section 6 schools. From officials of these districts, we obtained information and their views on (1) the costs and effects on their operations were section 6 students and facilities transferred to the districts and (2) characteristics of the districts' education resources and services. These costs and characteristics—and those for the section 6 schools—as reported to us by the respective school systems and districts are presented in appendix II. We did not verify these data.

The information we obtained on the characteristics of section 6 schools and nearby local school systems, such as pupil-teacher ratios, teacher experience, and curriculums, was intended to show the nature and extent of any differences between the systems. We did not, however, attempt to judge the relative quality of the systems.

From state education agencies in the same nine states, we obtained information and their views regarding the effects of the operating alternatives on the state and local education agencies in terms of legal, funding, and administrative issues. We discussed these matters with state officials because Public Law 81-874 as amended requires that, before an alternative funding mechanism can be implemented or a local education agency accepts the responsibility for educating students on an installation, the state must be consulted.

Our calculations of the funding effects of each alternative were based on current impact aid funding procedures and state education financing programs.

We developed the impact aid estimates for the transfer alternative by determining, for school year 1984-85, (1) the number of students attending section 6 schools; (2) the number of federally connected and total students attending local district schools; and (3) whether, on the basis of (1) and (2), the districts would be Regular A or Super A districts after a transfer. We then applied the appropriate per-pupil funding rates for impact aid to the section 6 student counts. For the coterminous alternative, the impact aid calculations were obtained by applying the appropriate Super A district rates to the section 6 student counts, as all the districts would be comprised entirely of "A" children.

To develop the state funding estimates, we obtained from each of the nine states with section 6 schools descriptions of their funding programs and used the funding mechanisms described to determine the likely state funding for the section 6 students if they were educated in local school districts. This generally involved determining (to the extent available) the distribution of students among grade levels in the section 6 schools and the number of students with certain other characteristics, such as learning or physical disabilities. We did this because most states fund local districts at per-pupil rates that vary by grade level and include allocations for providing instructional programs and other services to special education or exceptional children. We discussed our approach to developing the estimates for each of the nine states with representatives of the Education Commission of the States, who provided assistance in refining our methodology and concurred with our approach.

Local school district officials told us it was unlikely that total local education funding levels would be increased to help pay for the education of section 6 students transferred to their districts. Therefore, we obtained our local per-pupil funding estimate for each district by dividing the current local education funding of each by the sum of the local and section 6 student counts.

Overall per-pupil funding for the local operation alternative was estimated by totaling the federal impact aid, state, and local calculations, and for the coterminous alternative, by totaling the appropriate Super A impact aid and state funding components that would apply to the new school districts. For the contract alternative, we assumed the installations would contract for about the same level of education services as were currently provided by section 6 schools and that federal costs therefore would remain essentially the same.

We also obtained funding and education-related information for two installations that educate dependents under contracts with local school districts and six installations with coterminous arrangements. This information helped us gain perspective on how such arrangements interact with the states and local school districts and gave us a basis for contrasting them with the local operation alternative.

Our work was done between October 1984 and March 1986 in accordance with generally accepted government auditing standards.

Alternatives for Operating Schools for Dependents: Establishment of New Local School Districts Preferable

Of the three potential alternatives to the current method of DOD funding and operating the section 6 schools, the coterminous operational alternative is preferable. Establishment of new school districts whose boundaries are coterminous with those of military installations would eliminate the need for DOD to budget for students who currently attend section 6 schools on the installations. Although increased state funding would be required, it would not be significant relative to the affected states' education budgets. In addition, adoption of this alternative would have no direct operational or funding impact on nearby local school districts. There are, however, complicated funding issues related to impact aid, as well as legal, jurisdictional, and employee-related issues.

We analyzed the current section 6 program and each of the three alternative methods for funding and operating the section 6 schools in terms of impacts on (1) federal, state, and local funding, and the funds available to operate the section 6 schools; (2) section 6 and local school environments; and (3) section 6 school employees. The likely effects of each operating alternative on certain current characteristics of the section 6 schools are summarized in table 2.1 and analyzed in some detail in the following sections.

Table 2.1: Anticipated Effects of Selecting Each of Three Alternatives for Operating Schools for Dependents

	Anticipated effect of each alternative		
Factor affected	**Local**	**Contract**	**Coterminous**
Federal expenditures:			
Department of Defense	Eliminated	Same	Eliminated
Department of Education[a]	None or higher ($0-$44 million)	None	None or higher ($0-$45 million)
State expenditures	Higher ($59.6-$61.5 million)	None	Higher ($59.6-$61.5 million)
Local expenditures	None	None	None
Level of education services (based on overall funds available for services)	Lower	Same	Higher
Transfer of students from existing schools	Possible	None	None
Job opportunities, salaries, and benefits for employees of existing schools	Probably less due to loss of federal status and significantly lower funding	Possibly less due to loss of federal status but no decrease in funding	Slight reduction possible due to loss of federal status but increased funding

[a] The Congress has provided impact aid funds, distributed by the Department of Education, to compensate local school districts impacted by federal activities for loss of revenue due to the nontaxable status of federal property acquired within their jurisdictions and the cost of educating children who live on and/or whose parent works on federal property, or whose parent is on active duty in the uniformed services. Any increases in impact aid would depend on whether and to what extent the Congress increased impact aid appropriations for the military students absorbed by local districts. The estimates of reduced federal expenditures shown are for school operating costs and do not include capital costs.

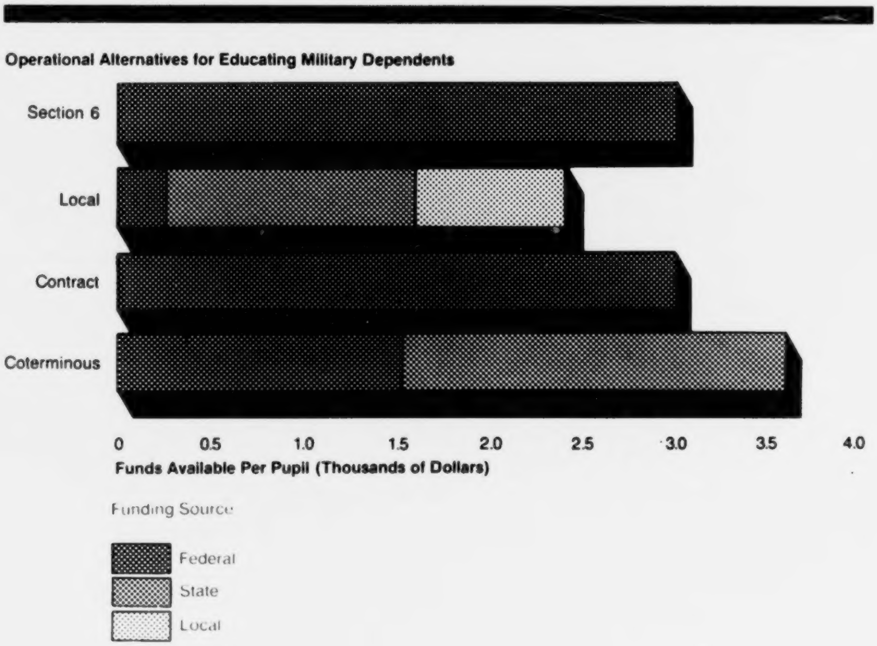
Three Operational Alternatives Considered

As discussed briefly in chapter 1, the three alternatives under consideration for operation and funding of schools for military dependents now run on military installations under section 6 are local, contract, and coterminous operations, each covered separately here. We also discuss their possible impact on funding and school environments and personnel.

Because we were directed to focus on funding, and funding levels directly affect education services, we determined the funding levels of the section 6 schools and estimated the likely annual per-pupil funding by source for each of the three alternatives. Federal funding would remain the same under the contract operation alternative and decrease between $43 million and $88 million annually under both the local and coterminous alternatives. State funding would increase by between $59.6 and $61.5 million annually under the latter two alternatives and remain the same under the contract operation alternative. We assumed stable local funding under the local operation alternative because local school district officials told us that the districts would not increase education funding if the section 6 schools were transferred to their districts; these districts would not be involved in contract or coterminous operations.

The estimated funds available on a per-pupil basis by source to operate the section 6 schools under each of the operating methods are shown in figure 2.1. Estimated funds available under each method for each of the 17 military installations appear in appendix III.

Figure 2.1: A Comparison of Funding and Operational Alternatives by Source of Funds



Local Operation by Existing School Districts

Under this alternative, the responsibility for operating the section 6 schools on the installations would be transferred to existing local school districts. Such transfers have occurred in the past, such as at Fort Belvoir, Virginia, in 1969 and Tyndall Air Force Base, Florida, in 1973. The districts would operate the schools as they do the other schools in their districts, with funds from federal impact aid and state and local sources. As discussed below, federal funding would decrease between $44 million and $88 million at 1985 appropriation levels depending on whether and to what extent the Congress decides to increase impact aid funding to offset the additional funds needed by school districts for the section 6 students. Because operating authority would be shifted to the school districts, the section 6 schools would be subject to any changes needed to conform to these districts' education policies, operations, and characteristics—such as pupil-teacher ratios, curriculums, counseling resources, and racial profiles.

Funding Impact Depends on Impact Aid, Other Factors

Federal savings under local operation would depend on how impact aid is provided by the Congress and, where more than one school district adjoins or is near an installation, which district is selected to operate the schools. (See p. 44.)

While there are many possible funding options, the three discussed below are based on current impact aid and state funding procedures and unchanged local funding (the latter because local school district officials told us that the transfers likely would not result in any increase in the funds they provide for education). The first option reflects the funding under current law, which assumes no increase in federal impact aid, while the others reflect possible impact aid increases to preserve the impact aid funding levels of other districts nationwide. The latter would require increased appropriations by the Congress.

1. No increase in impact aid. Under this option, the additional federal impact aid that would be provided to the districts that picked up the section 6 students would be obtained by reducing aid to Regular A districts nationwide. Between $24 and $29 million of impact aid would be reallocated depending on which districts were selected to operate the schools; that is, whether, with the addition of the children from the installations, the districts selected would remain Regular A districts or become Super A districts. For the 17 installations, between 10 and 13 school districts (depending on which were selected to operate the schools) would remain Regular A districts in the event of a transfer; the rest would become Super A districts. Since impact aid would not increase, federal funding would decrease by the amount of the DOD appropriation for the 17 school systems—$88 million in fiscal year 1985.

While the procedures states use to determine education payments to local districts vary among the nine states having section 6 schools, most fund local districts on the basis of the number and characteristics (e.g., grade level and disabilities) of students attending school. Assuming that the states were to use the same procedures to fund the section 6 schools as currently used to fund other schools in their states, we estimated the increase in total state costs for public education in the nine affected states. The costs likely would increase by between $59.6 and $61.5 million (less than one-half of 1 percent of the total state funds now given school districts), depending on whether the Fort Campbell schools were transferred to Tennessee or Kentucky. The increases would range from $590,000 in Louisiana (0.05 percent of its state education budget) to $21 million in Kentucky (1.8 percent of its state education budget), as table 2.2 shows.

Table 2.2: Potential Increased State Funding for Public Education (Local and Coterminous Alternatives)

Dollars in Millions

	Increased funding	
State	**Amount**	**Percent**
Alabama	$2.0	0.17
Georgia	11.3	0.79
Kentucky	21.0[a]	1.81
Louisiana	0.6	0.05
New York	2.7	0.05
North Carolina	15.6	0.91
South Carolina	5.2	0.47
Tennessee	9.1[a]	0.94
Virginia	3.1	0.23

[a] Assumes that state would have sole responsibility for the Fort Campbell schools and students.

Officials of the 26 school districts near the installations indicated that they would not increase school funding as a result of the transfer. If so, the total funds available on a per-pupil basis for operating the section 6 schools would decrease at 13 to 15 installations having 83 to 94 percent of all students (again, depending on which districts operate the schools) and increase at the others. These changes range from a 44-percent decline at Fort Rucker, Alabama, to a 52-percent increase at West Point.

2. Increased impact aid to maintain current impact aid payments to all local school districts on a nationwide basis. Under this local transfer option, impact aid appropriations would be increased to maintain current impact aid payments (on a per-pupil basis) to all school districts in the country. This would avoid penalizing other districts (on a prorated basis) for the transfer of section 6 students into local school districts. As a result, total federal costs would decrease by between $57 and $61 million at 1985 levels. This reflects the net of the reduction in the amount of the section 6 DOD appropriation ($88 million in 1985) and the increase in impact aid of between $27 and $31 million to the districts absorbing the section 6 students (depending on which districts operate the schools). The effect of this option on state funding and total funds available for operating the section 6 schools would be similar to option 1.

3. Increased impact aid to maintain current payments and provide full formula payments to local school districts absorbing the section 6 schools. Under the third local transfer option, impact aid appropriations

would be increased to maintain the current per-pupil impact aid payments to all Regular A districts nationwide and to provide full formula payments to school districts for students currently attending section 6 schools. (As a result, the districts absorbing the section 6 schools would receive proportionately higher payments for these students than would other districts nationwide for Regular A children.) At 1985 levels, federal funding would decrease by between $44 and $45 million. This reflects the net of the reduction in section 6 funding ($88 million) and the increase in impact aid of between $43 and $44 million (depending on which local districts operate the schools). The effect of this option on state funding and the funds available to operate the schools again would be similar to options 1 and 2.

Impact on School Environments: Officials Express Concerns

Transferring the responsibility for operating the installation schools to existing nearby school districts could cause a variety of changes in the present operating environments of both the section 6 schools transferred and the nearby local schools. For some factors, e.g., the relative number of teachers and computers available to the students, the extent of change would depend partly on the level of impact aid funding accompanying the transfers. Certain changes in the section 6 schools, such as in curriculum and school calendar, might be needed so that they would conform to the operating procedures and policies of the local jurisdictions to which they are transferred. (In general, section 6 schools already conform to state education policies.) That such changes might adversely impact the quality of education for section 6 students was a matter of significant concern to installation managers and parents.

Both military and section 6 school officials at the 17 installations were concerned that transferring the schools to existing local districts would result in lower funding levels, which in turn would reduce the students' educational opportunities. For example, they said section 6 schools typically had lower student-teacher ratios, more guidance and psychological counseling resources, and more extensive and individually tailored grade placement programs, in comparison with the nearby local school systems. These services were necessary, the officials believe, to address military dependents' special educational and psychological needs that result from frequent moves and the varying environments and curriculums of the local schools previously attended.

Selected characteristics of the 17 section 6 school systems and the 26 nearby local districts are summarized in table 2.3 and shown for each school system and district in appendix II. Local school district officials advised us that, if they had to assume responsibility for the section 6 schools, they would fund and operate them the same as other schools in their districts. Therefore, if sufficient funds were not made available from federal or state sources to operate all schools in the district at the same level, the officials said, teachers and other resources would be reallocated to balance them among all schools in the district. Local officials near 15 of the 17 installations opposed a transfer because local tax bases were insufficient to absorb the increased funding needed to educate section 6 students, and federal and state funds to these districts would not cover the costs of educating the new pupils. Officials of the districts near Fort Rucker and Fort McClellan indicated that they would be willing to absorb the schools into their systems and that any adverse effects of a transfer on local funding would not be significant.

Table 2.3: Characteristics of Section 6 Schools and Nearby Local School Districts (School Year 1983-84)

Characteristics	Section 6 schools	Local district schools
Per-pupil expenditure	$2,631	$2,176
Teacher/pupil ratio	1:19	1:20
Remedial teacher/pupil ratio	1:41	1:37
Average teacher's salary	$20,976	$18,671
Teachers' average years of experience	12	12
Percent of teachers with master's degrees and above	64	56
Computer/pupil ratio	1:28	1:80
School buildings (total):	65	644
At capacity	36	285
Above capacity	17	150
Below capacity	12	209
Percent of high school graduates:		
Entering college	63.2	50.7
Entering postsecondary vocational/trade programs	5.9	10.2
Entering the Armed Services	11.0	6.9

Other concerns expressed by installation and section 6 school officials include:

- Potential transfers of section 6 students to local schools located off the installation and transfers of local district students to installation schools. Such transfers might be required, local school district officials indicated, to balance the number of students throughout the district school buildings and maintain racial balance. The latter (discussed in more detail in ch. 3) would depend partly on the nature of any court-ordered or other racial desegregation agreements in effect and the extent to which the racial profile of the section 6 student body differed from that of the local district. Currently, local districts near 15 of the 17 installations operate under court-ordered desegregation plans or other desegregation agreements.

- Loss of representation on school boards and resulting loss of control over installation school operations. Because most of the military personnel on installations are legal residents of other states and thus ineligible to vote in local school board elections or be appointed to school boards, they will lose proportionate representation on local school boards and control over school policies and operations. On the other hand, officials of local districts recognized this situation, and most indicated a willingness to work closely with the installations through such mechanisms as military liaisons to the local school boards or, where permitted, nonvoting board members.
- Lowered installation security. Military officials at the six installations that limited access for security reasons were concerned that local operation of schools would lower security by broadening access by local residents engaged in or attending school activities.

Effects on Personnel: Various Issues Raised

Section 6 school officials were concerned about the effect on current school employees' employment status of a transfer to local operation. As direct federal operation of the section 6 schools would cease under this alternative, school employees, who are under either federal civil service or personal services contracts, would lose their federal status. The principal concerns expressed regarding such employees—including administrators, teachers, and support personnel—related to

- insufficient job opportunities in the local school districts that would operate the installation schools to absorb section 6 employees;
- less favorable salary levels and experience credit, as salaries at the local schools are frequently lower than those of section 6 schools, and local districts might not give credit for experience in section 6 schools;
- loss of eligibility for federal retirement benefits, as many section 6 employees have been contributing to the federal system for many years; and
- state retirement system benefits being commensurate with total service, and a large investment being required to buy into some of the state systems.

Local school district and state education officials agreed that the employment-related concerns were valid, particularly as relating to federal and state retirement benefits. Regarding job opportunities, local district officials indicated that, in the event of local operation, they would be willing to hire—at least initially—the section 6 teachers who met state certification requirements. Generally, the only other requirement they would impose would be that the new employees serve a probationary period, usually 1 year.

Contract Operation

Under this alternative—commonly referred to as a section 6 arrangement—local school districts would operate the section 6 schools on the installations under military contract. DOD would continue to provide all funds to operate the schools and presumably specify that the educational services provided be at least equivalent to current levels of services. Thus, there would be little difference between this alternative and the current method of funding and operating the schools, except that the section 6 employees would no longer be federal employees and might therefore be subject to reduced job opportunities, salaries, and benefits.

Two installations in the United States currently use such operations: Hanscom Air Force Base in Massachusetts, which contracted for the education of 564 students at an average cost of $4,646 per pupil during school year 1984-85, and Dover Air Force Base in Delaware, which contracted for 1,167 students at an average cost of $2,893.

Funding Impacts: Little Change Seen

Were the military to contract for the same level of educational services currently provided under the section 6 program—and school staffing levels remained about the same—we would expect little change in federal costs. Contract operations would have no impact on state and local education expenditures, as the federal government would pay all the costs of operating the schools, as it does for the section 6 schools.

Impact on School Environments Also Slight

Unless the military were to contract for a level of services different from that provided by the section 6 schools, contract operations would cause few changes in the current environments in terms of such characteristics as pupil-teacher ratios, curriculums, testing, support services, extracurricular activities, and nature and size of the student body. Similarly, the local school districts' environments would not be affected because no section 6 or local school district students would be transferred (the contracts would cover only the education of military dependents residing on and attending installation schools) and the districts would be reimbursed for all costs of operating the installation schools.

Personnel Issues Similar to Those Under Local Operation

The personnel issues related to this alternative are the same as those related to the local operation alternative (see p. 27). In summary, section 6 school employees, who would no longer be federal employees, expressed concern about employment opportunities, salary levels, and retirement benefits in the local districts that would assume responsibility for operating the schools. Local school officials indicated that, consistent with state and local requirements, needs, and funding availability, they would generally be willing to hire the current section 6 employees in the event of a transfer to local operation.

Coterminous Operation

Under this alternative (which we recommend), installation schools would be operated as new local school districts having the same boundaries as those of the installations. Federal impact aid and the states would provide funding. Federal funding would decrease between $43 and $88 million at 1985 appropriation levels depending on whether the Congress increased impact aid to cover the funds provided to the new coterminous school districts. Because operating authority would remain with installation school boards (subject to overall state control) and most section 6 schools would receive about the same or increased funding, there would be few disruptions to current environments. In addition, as the installation schools would be established as new local school districts, existing local districts most likely would be unaffected.

Funding Impact Depends on Impact Aid Levels

As with the local operation alternative, the extent of reductions in federal costs would depend on the levels of impact aid funding determined by the Congress. In any event, the installation schools would become Super A districts for impact aid purposes because all students attending the schools would be "A" children—well in excess of the 20-percent level needed to qualify for Super A funding. Assuming the states would use the same procedures to fund section 6 schools as for other schools in their states, the per-pupil funds available for operating the schools would remain about the same or increase at 15 installations and decline at 2.

One funding option, reflecting current law, assumes no increase in federal impact aid, while a second option involves a possible increase by the Congress in impact aid to preserve the current impact aid funding levels of other districts nationwide. Details of these two options follow.

1. No increase in impact aid. Under this option, the impact aid provided to the new coterminous school districts would be obtained by reducing aid to Regular A districts on a nationwide basis. About $44 million of impact aid funds would be reallocated to the new districts, which would become Super A districts. As impact aid would not increase, federal funding would decrease by the DOD appropriation for the 17 schools—$88 million in fiscal year 1985. Were the states to use the same procedures to fund the section 6 schools as for other schools in their states, total state costs in the nine affected states would increase by between $59.6 and $61.5 million (less than one-half of 1 percent of the state funds currently given school districts), depending on whether the Fort Campbell schools were transferred to Tennessee or Kentucky. These increases would be the same as those for the local operation alternative shown in table 2.2. The funds available on a per-pupil basis for operating the schools would increase by an average of 20 percent, ranging from a 21-percent decline to a 53-percent increase.

2. Increased impact aid to maintain current payments to all local school districts on a nationwide basis. Under this option, impact aid appropriations would be increased to maintain the current impact aid payments (per pupil) to all school districts in the country to avoid penalizing other districts (on a prorated basis) for changing the method of funding section 6 schools. As a result, federal costs would decrease by the section 6 appropriation in the DOD budget ($88 million) less the increased impact aid to the new coterminous districts ($45 million) or by a net savings of about $43 million (at 1985 levels). As with option 1, state funding would increase by between $59.6 and $61.5 million (less than one-half of 1 percent of the total state funds currently provided to school districts), depending on whether the Fort Campbell schools were transferred to Tennessee or Kentucky. The funds available to operate the schools would increase by an average of 20 percent.

The combination of impact aid at Super A rates and state funding using procedures applied to other local districts in the states would increase funding available to operate section 6 schools above current levels (see fig. 2.1). The fairness of increasing the funding and then requiring states to partially fund such increases would need to be considered and agreed upon during the process of changing the schools' funding and operating method.

Most states consider local wealth or tax bases in determining the amount of funds they provide to local districts for education. As local wealth increases, state assistance for education decreases. Because military installations are exempt from property taxes and thus have no "local wealth or tax base," application of state funding formulas could result in maximum state funding of the installation schools.

Impact aid payments generally are prohibited to local school districts in states that consider impact aid in their funding formulas, thus reducing state education payments to such districts, according to Public Law 81-874. Exceptions are provided for states with qualified funding programs designed to equalize education expenditures among districts regardless of relative wealth or tax bases. Such states may consider a portion of impact aid payments to local districts as local revenues and thereby reduce state education payments to those districts. Currently, seven states qualify for this exception, but none is among the nine states with section 6 schools.

To avoid increasing section 6 school funding levels—which are generally greater than those of surrounding local school districts—and give states an incentive to accept the installation schools as separate school systems, changes would be needed in the impact aid legislation to allow the states to consider some portion of impact aid funds when determining state education assistance to the installation schools. If changes were made, state funding levels for coterminous school districts would be somewhat lower than under current law.

No Significant Impact on School Environments Predicted

Were the section 6 schools established as new local school districts and funded at the levels discussed above, school operating and policy-making authorities would remain essentially unchanged, and existing local school districts would not be directly affected financially. Thus, coterminous operation of the schools could be expected to cause few significant changes in the current environments of section 6 and nearby local schools. Specifically, in contrast to the local operation alternative (see p. 25):

- Average funding levels for operating the new districts would increase from current section 6 levels, assuming stable impact aid funding and state funding consistent with that provided to other local districts in the states. Because the installation schools would be separate districts rather than part of existing local school districts, there would be no funding disparities, hence no need to balance teachers and other resources among installation and nearby local school districts.

- Since installation schools would comprise separate local school districts, they would not have to conform to the operations and policies of nearby districts. Consequently, the following concerns expressed by installation and section 6 officials would not apply: (1) potential transfers of children between installation and local district schools to achieve racial and building capacity balance; (2) loss of school board representation and thus control over school operations; and (3) lowered security resulting from increased civilian access to the installation.

Personnel Issues Less Troublesome

While the personnel concerns related to this alternative are similar to those for the local and contract operations alternatives (see pp. 27 and 29), some may not be as severe. For example, if current section 6 funding levels were maintained and installation residents continued to exercise authority over school operations, the likelihood of retaining the same employees and providing similar salaries would be enhanced. As the employees would lose their federal status, however, they might still lose their federal retirement benefits. The question of their eligibility for, and/or the cost of buying into, a state retirement benefits program would still have to be worked out.

Conclusions

Continuation of the federal government's exclusive responsibility for funding and operating section 6 schools is much more difficult to justify than previously. Part of the rationale for establishing such schools (e.g., to avoid sending military dependents to local segregated schools) no longer applies. Furthermore, the education of children—including military dependents—historically has been a state and local responsibility.

Each of the three alternative methods used to educate military dependents on installations has different funding and operating characteristics. The contract alternative would result in no significant federal savings, while transferring the schools to nearby school districts or establishing new coterminous districts would each save significant federal funds. In contrast to coterminous operation, however, local transfer could cause reduced educational funding and services for installation students, as well as student transfers, loss of school board representation for military parents, and potentially lower security at some installations.

Both the local transfer and coterminous alternatives could cause increased state funding, decreased job opportunities and salary and benefit levels for school employees, and—unless the Congress increased impact aid to cover the installation students—decreased federal funding to other districts nationwide. Under the coterminous alternative, unless impact aid program provisions were changed, funding for the section 6 schools would increase because the nine states with such schools cannot now consider impact aid when determining state assistance to the new districts.

Changing the methods for funding and operating section 6 schools through either coterminous local school districts or transfer to nearby school districts could be a lengthy process. Among the delaying factors are (1) complicated funding, legal, jurisdictional, and school employee issues; (2) a requirement that the states agree to provide a significant portion of the funds for operating dependents' schools; and (3) the need to have any changes agreed to by the Secretary of Education and the secretaries of the military departments involved, in consultation with state education officials.

In changing responsibilities for funding and operating these schools, the alternative that seems best is the creation of coterminous school districts with funding provided by federal impact aid and the states. This alternative would save at least $43 million in federal funds while restoring state responsibility and minimizing disruptions to both dependents' schools and nearby school districts. For each of the stateside installations, a decision to change the method of funding and operating schools would have to be negotiated by the parties involved. In each situation, the parties might arrive at another, more appropriate alternative.

Recommendation

Concerning forthcoming deliberations among Department of Education, DOD, and appropriate state education officials on shifting the responsibility for funding and operating the military dependents' schools, we recommend that the Secretary of Education and the secretaries of the affected military services generally advocate the adoption of the new coterminous local school district alternative unless all parties agree that another alternative is more appropriate in a particular situation. The coterminous operation alternative would reduce overall federal expenditures, restore education responsibilities to the states, and minimize the direct funding and operational impact on local school districts.

Matters for Consideration by the Congress

For dependents' schools established through mutual agreement among federal, state, and local officials as coterminous school districts or transferred to nearby school districts, the Congress may want to consider whether impact aid should be increased to ensure that local districts nationwide do not lose funds because of a reallocation of impact aid to the districts absorbing the section 6 students.

If the section 6 schools are established as new coterminous districts, the Congress may want to consider amending the impact aid legislation to permit the states in which such districts are established to consider a portion of impact aid payments to these districts when determining the amount of their education payments so that overall funding levels for these schools would not significantly increase.

Agency Comments and Our Evaluation

DOD and the Department of Education as well as the Georgia Department of Education and the New York State Department of Education provided advance comments on a draft of this report.

DOD Comments

In its comments (see app. IV), DOD did not concur with our recommendation that the Secretary of Education and the secretaries of the military services advocate the new coterminous school district alternative, stating that it would prefer considering the individual factors of each school district to determine which financial arrangement would fit the unique needs of that district. More specifically, DOD said that one option would not necessarily fit every section 6 school and that it is possible for another option or combination of options to be the best arrangement for certain section 6 schools. On the other hand, DOD generally agreed with our conclusion that, of the three alternatives to the current method of funding and operating the military dependents' schools, the coterminous operation alternative appears the best.

DOD's position on the coterminous alternative is not inconsistent with ours, as we note that decisions to change the method of funding and operating the section 6 schools would have to be negotiated for each installation and another alternative might be more appropriate in certain instances. To clarify our position, however, we revised our recommendation to emphasize that coterminous operation is generally most preferable while recognizing that another alternative might be more appropriate in certain circumstances. We also recognize that in the short term the coterminous alternative might be more appropriate for changing the methods of funding and operating the dependents' schools, while it might be appropriate at some later date to merge the schools with an existing local school district.

DOD took issue with our references to congressional concerns that the rationale for establishing the section 6 schools appears to no longer apply and that continued exclusive federal responsibility for funding and operating the military dependents' schools is difficult to justify. According to DOD, our conclusion is based on two factual errors: (1) that segregation was the primary reason for establishing section 6 schools and (2) that the education of military dependents historically has been a state and local responsibility. Rather, the Department states that school segregation was not the primary reason for establishing the section 6 schools, and that schools are operated by DOD where state or local education agencies are not authorized to do so or are incapable of providing a free suitable public education for military dependents.

We did not report that the primary reason for establishing the section 6 schools was segregation, although we stated that— according to the Congress—segregation was one of those reasons. In addition, we noted that statutory limitations that may prohibit some states from educating military dependents on and/or off the military installations would have to be resolved in order to change the method of operating the schools. Considering the issues discussed in our report, however, we continue to believe that future federal funding and operation of these schools is difficult to justify.

DOD concurred with our conclusions on the current contract operation alternative under which DOD pays local school districts to educate military dependents. It suggested an additional option of establishing a contract that would include federal, state, and local funds in various combinations. We did not, however, study this particular option or any other methods for operating and funding the dependents' schools for which no experience is available.

Department of Education Comments

The Department of Education did not agree with our conclusion that coterminous operation was the preferable alternative, and instead argued for the local school district alternative (see app. V). The most salient problem with a coterminous district, the Department noted, is that it lacks any local taxing or bonding capacity for capital outlay purposes, and as a result the federal government might have to assume the obligation to subsidize capital expenditures, thus reducing our projected federal savings. According to the Department, the local school district alternative would effect a true federal cost savings, since the local school district would have the responsibility for the renovation and construction of school facilities while also sharing the cost of providing educational services to the federally connected children involved.

While we noted in our report that an alternative other than coterminous might be appropriate in certain instances, we continue to believe that a change to the coterminous operation would be less disruptive at this time to the dependents' and local district schools, while still transferring significant funding and operating authority to the states. We recognize that military installations lack taxing or bonding capability to raise funds for constructing and improving dependents' schools, but this problem occurs under all three alternatives. Although the federal government might have to fund a portion or all of these costs under the coterminous alternative, it does so now and continuing to do so would not affect our estimates of operating cost savings resulting from implementing the coterminous alternative.

Additionally, while the local school district may have, or benefit from, local taxing or bonding authority to raise revenue for school construction from which taxpayers' children would benefit, it does not mean that the school district could or would apply revenue to dependents' schools where facilities and land are owned by the federal government and school facilities are not used by local residents. Several local school district officials told us that they were either experiencing considerable difficulty in obtaining revenue for school construction or had gone into debt for capital costs to such an extent that they would need federal assistance to accommodate dependents in their education programs.

The Department of Education agreed that the federal government's exclusive responsibility for educating military dependents is now more difficult to justify. It disagreed, however, with our suggestion that the Congress consider allowing states to take into account impact aid when making state aid payments to coterminous districts. The Department noted that six of the nine states currently receive more impact aid per pupil for federally connected children than they themselves spend on their children's education and thus should not be allowed to reduce state financial assistance based on impact aid payments.

In analyzing the alternatives, we assumed that impact aid would be provided and distributed in accordance with current laws and without formula changes. Current law allows states with qualified equalization programs to consider impact aid when making state aid payments to local school districts. We did not attempt to assess the adequacy of states' financial assistance to meet per-pupil needs relative to that of impact aid, the appropriateness of state funding levels for elementary and secondary education, nor whether the federal government should consider the level of states' financial assistance when making impact aid payments. These issues were beyond the scope of our legislatively mandated study.

While agreeing that the local school district operation of the dependents' schools would present a problem in affording military parents proportionate representation on school boards and control of school operations, the Department did not concur with our conclusion that the coterminous district might correct the situation. The Department said that the military interests would continue to be underrepresented, as the coterminous districts would be established under states' laws and, thus, states' residency requirements for voting and school board membership would apply to the military parents under either alternative.

It is true that military parents in the proposed coterminous school districts, like any other local districts established under their respective states' laws, generally would be subject to state residency requirements for voting on school policy matters and acquiring school board membership, and not all military parents would be eligible to vote. Military representation on the school boards would be ensured, however, because— in contrast to the transfer option where the installation would be absorbed into a local school district— those eligible to vote and generally eligible for school board membership would all be military personnel and dependents residing on the installations.

State Agency Comments

We furnished copies of a draft of this report to the education agencies of the nine states with section 6 schools and two states provided comments. The New York State Education Department concurred with the information presented regarding New York (see app. VI). According to the Georgia Department of Education, the coterminous district alternative does not appear realistic for that state because of (1) the uncertainty that current high levels of Super A impact aid funds would be continued and (2) a state constitutional provision prohibiting creation of new school districts (see app. VII).

We did not attempt to predict future impact aid funding levels because we had no basis for making such predictions. We agree that a potential constitutional impediment exists in Georgia and recognize that it, as well as the other legal impediments we discuss in chapter 3, would have to be resolved in order to adopt the coterminous alternative.

Impediments to a Change in Funding and Operating Section 6 Schools

Regardless of the alternative method selected to fund and operate the section 6 schools for military dependents, a number of jurisdictional and legal matters would need to be resolved first. The type of federal and state legislative jurisdiction[1] over the 17 military installations with section 6 schools, as well as laws in some states restricting the use of state and local funds for educating military dependents residing on installations, pose problems. Were the coterminous alternative selected, however, the local funding issue would not need to be resolved. Another problem is the federal government's exclusive jurisdiction at most installations. Exclusive federal jurisdiction might not only restrict state and local authorities from operating the schools, but might restrict them from providing such services as law enforcement, health care, and fire protection to section 6 schools.

Other legal and jurisdictional matters requiring resolution include determining (1) who would be responsible for funding and operating the section 6 schools at the five installations where more than one local district adjoins the installation and (2) to what extent court-ordered and voluntary desegregation plans would require transfers and bussing of students between section 6 and local schools to maintain racial balance.

Jurisdictional, Legal Restrictions Could Impede New Operation

Of the 17 military installations with section 6 schools, 16 are subject to potential jurisdictional restrictions on state and local governments providing education on the installation. Of these 16, at 14 the federal government has sole legislative authority ("exclusive jurisdiction") over the housing areas and school facilities. As these portions of the installations may be subject to only federal laws and regulations, the surrounding localities and states may have no responsibility to provide governmental services, such as education, health care, or fire control, nor to enforce state and local laws or regulations on the installations. What the actual responsibilities are would have to be determined and any problems resolved.

At the other two installations—Fort Rucker, Alabama, and West Point—the federal government shares legislative authority with the state over some housing areas ("concurrent jurisdiction") while exercising sole authority over the remainder of the housing areas. Thus, these two states apparently could provide some governmental services to dependents residing in the areas where the federal and state governments share legislative responsibility. At England Air Force Base in Louisiana, the state retains legislative authority while the federal government maintains a "proprietorial interest."[2] Therefore, the state of Louisiana can exercise legislative and enforcement authority over and provide governmental services to the installation.

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[1] Legislative jurisdiction is the authority to legislate within a geographically defined area.

As the type of federal jurisdiction might restrict state and local governments from providing certain services (including a public education) to military personnel and their dependents and from enforcing laws on military installations, the matter will need to be resolved before alternative methods (transferring the section 6 schools to local operation or establishing the installations as coterminous school districts) are implemented. (The contract alternative would not be affected by this particular issue.) Among the options available are (1) changing the level of federal jurisdiction over the installations to enable state and local governments to provide education and other services and (2) establishing agreements that provide for selected state and/or local services on the installations.

In addition, the laws in four states (Georgia, Kentucky, New York, and Virginia), according to their respective attorneys general, preclude state and local education agencies from assuming the obligation or responsibility for operating schools on 8 of the 16 installations. In these states (except Kentucky) and in North Carolina and South Carolina, laws relating to residency requirements and use of revenue for public education also limit the authority or responsibility of the states and their localities for providing free, off-post education to dependents living on 13 of the 16 installations.

Georgia and Kentucky provide a free public education for children on the installations if their parents or other legal guardians are subject to state income taxes and state sales and use taxes on purchases made on the installations, or ad valorem taxes (e.g., taxes on the value of real estate or personal property) and other local school district taxes, respectively. New York law gives local school boards discretion to admit nonresident students, such as military dependents. North Carolina and Virginia authorize the districts to provide a free public education to dependents residing on military installations who are not state residents if the state receives federal funds covering at least 50 percent of the per-pupil education cost in the state or school district, respectively. In South

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[2] Some degree of ownership of land but without legislative authority.

Carolina, laws provide for local school boards to refuse admittance to any military dependents if their parents do not pay tuition charges when federal impact aid is reduced or eliminated.

Transferring the responsibility for maintaining the section 6 schools to existing or new local school districts also raises some other legal, jurisdictional, and funding issues. For example, five states (Georgia, Kentucky, New York, North Carolina, and South Carolina) have laws prohibiting the expenditure of state or local funds for maintaining school facilities and surrounding acreage not owned by local school districts, according to officials of those states. In such cases, if the schools were transferred to existing local districts, the military installations would need to be willing to transfer title to the facilities and surrounding land to the districts, or the states would need to provide for an exemption. Most states involved have minimum acreage requirements (based on school capacities) for construction of a school. Further complicating the issue is the question of whether the facilities and land can be transferred to local school districts for nominal fees or at fair market values, which local districts may not be willing or able to afford.

The Secretary of Education, who currently holds title to most of the section 6 facilities, has the authority to transfer title to local school districts without cost when such transfers are in the public interest. Since the military services, which have title to the land and some of the school buildings or additions on the installations, do not have similar authority, special legislation or agreements would be needed.

The type of federal jurisdiction and the states' legal impediments pertaining to each military installation are shown in table 3.1.

Table 3.1: Jurisdictional and Legal Impediments to State Education of Military Dependents and Maintenance of Section 6 Schools

State/installation	Federal jurisdiction	States' limitations[a]—local school districts are:
Alabama Fort McClellan and Maxwell AFB	Exclusive[b]	(No limitations)
Fort Rucker	Exclusive and concurrent[c]	
Georgia Fort Benning, Fort Stewart, and Robins AFB	Exclusive[b]	(1) Not obligated to operate installation schools; (2) allowed to provide free public education to nonresidents of the state if parents are subject to various state taxes used to fund school operations; and (3) not allowed to expend revenue to construct or make improvements to school facilities without holding fee simple title to the structure and land.
Kentucky Fort Knox	Exclusive[b]	(Same as Georgia)
Kentucky/Tennessee Fort Campbell	Exclusive[b]	(Kentucky—same as Georgia) (Tennessee—No limitations for school facilities located in and dependents residing on land in the state.)
Louisiana England AFB	Proprietorial[d]	(No limitations)
New York West Point	Exclusive and concurrent[e]	(1) Not obligated to operate installation schools, (2) required to use discretion in accepting West Point dependents as attendees, and (3) not allowed to expend revenues to construct or make improvements to school facilities without holding fee simple title to the structure and land.
North Carolina Camp Lejeune and Fort Bragg	Exclusive[b]	(1) Allowed to provide free public education to dependents if they receive not less than 50 percent of the total per capita cost of education in the state and (2) not allowed to expend revenues to construct or make improvements to school facilities without holding fee simple title to the structure and land
South Carolina Beaufort MCB, Fort Jackson, and Myrtle Beach AFB	Exclusive[b]	Allowed to refuse admittance of any dependent if the parents do not pay tuition charges when impact aid is reduced or eliminated.
Virginia Dahlgren Navy Base and Quantico MCB	Exclusive[b]	(1) Not obligated to operate installation schools and (2) allowed to provide education to dependents if they receive not less than 50 percent of the total per capita cost of education in the local district.

[a] Includes statutory limits on educating military dependents and/or maintaining school facilities. The table was developed from information obtained through our review of states' statutes and/or from state officials.

[b] The federal government has sole legislative authority over the installation.

[c] The federal government shares legislative authority over the school facilities and two-thirds of the housing areas.

[d] The federal government has acquired some degree of ownership of an area in a state but has not obtained any measure of the state's legislative authority over the area.

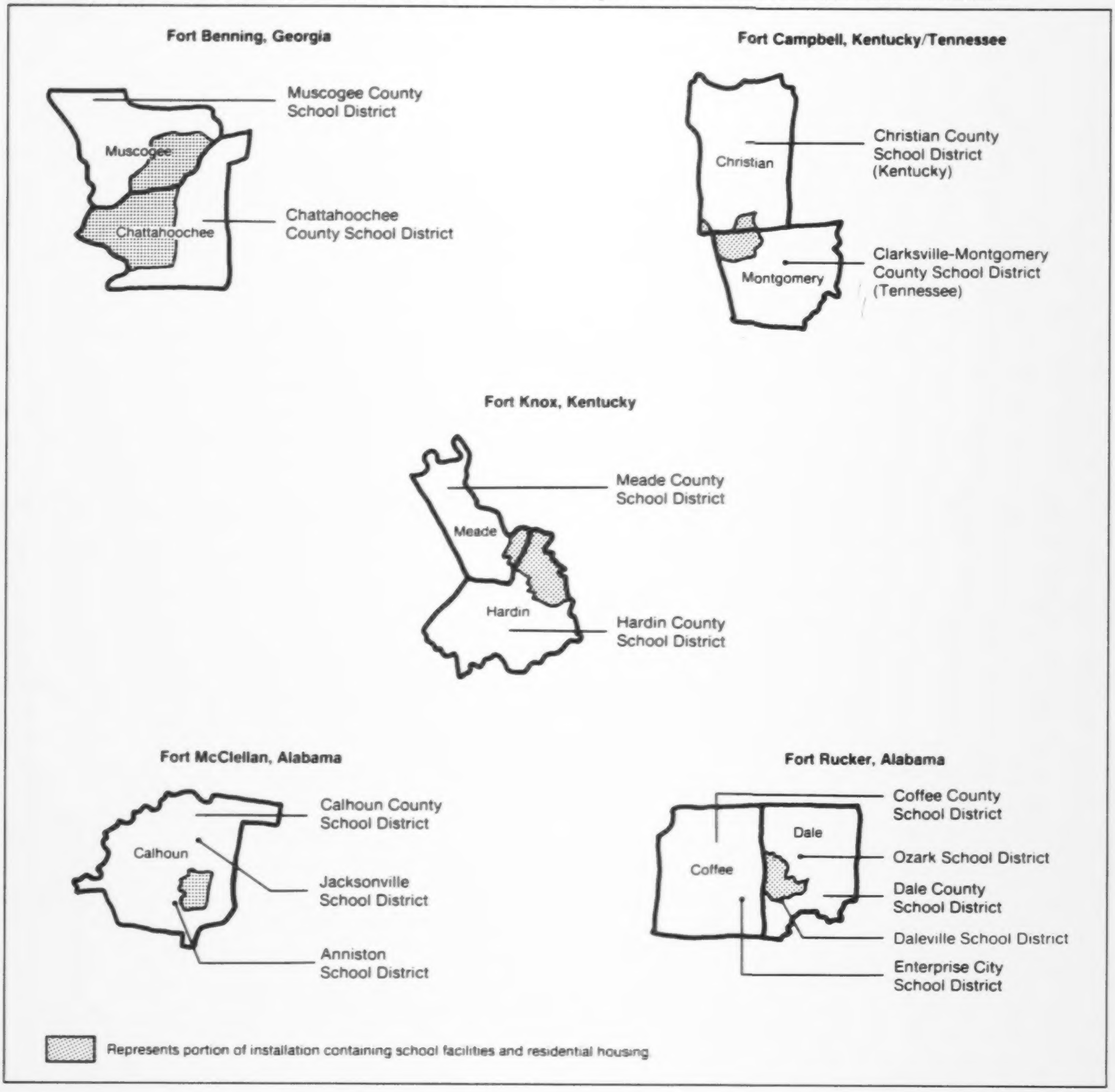
[e] The federal government has sole authority over most of the installation's area and shares legislative authority over a portion of the installation's residential area.

Selection of School District at Issue in Five Cases

At the five installations where more than one local school district adjoins the installation, decisions would have to be made as to which districts would be responsible for operating the installation schools in the event of a change to local operation by existing school districts. As previously discussed, these decisions would have to be agreed upon by the Secretary of Education and the secretary of the military department involved, in consultation with the principal officials of the appropriate state education agencies.

Forts Benning, Campbell, and Knox each adjoin two local school districts, as shown in figure 3.1. At each of these installations, the school facilities and housing units in which military dependents reside are located in more than one county. If the section 6 schools were transferred to local operation, two local school districts could assume the responsibility for educating the military dependents. At Fort Campbell—where one county is in Kentucky and the other is in Tennessee—the dependents could receive a free public education under the requirements and standards of two different states and counties, depending on the particular location of the schools and the students' housing units.

Figure 3.1: Five Installations Adjoined by Multiple School Districts: Agreement Needed to Transfer Section 6 Schools



Fort Benning, Georgia

Muscogee County School District
Muscogee
Chattahoochee
Chattahoochee County School District

Fort Campbell, Kentucky/Tennessee

Christian
Christian County School District (Kentucky)
Montgomery
Clarksville-Montgomery County School District (Tennessee)

Fort Knox, Kentucky

Meade County School District
Meade
Hardin
Hardin County School District

Fort McClellan, Alabama

Calhoun County School District
Calhoun
Jacksonville School District
Anniston School District

Fort Rucker, Alabama

Coffee County School District
Dale
Coffee
Ozark School District
Dale County School District
Daleville School District
Enterprise City School District

▨ Represents portion of installation containing school facilities and residential housing

While schools and housing at both Fort Rucker and Fort McClellan are located in only one county school district, the installations also share their boundaries with other local school districts. For example, Fort Rucker shares its boundaries with one other county and three city school districts, and Fort McClellan shares its boundaries with one city school district. According to military and section 6 school officials at Fort McClellan, most military parents residing on the installation choose to send their high school children to a city school district located about 20 miles from the installation rather than the county or the adjoining local school district because they perceive that that district offers better educational opportunities. The city district receives federal impact aid at the Regular A rate for educating the military dependents.

To avoid complicated divisions of responsibility for educating military dependents and to obtain the responsible parties' agreement to a transfer, the affected states, school districts, and military installations would have to reach agreement on which district would assume responsibility for operating the schools.

Desegregation Plans Applicable for 15 Installations

Twenty-two school districts near 15 installations currently operate under some kind of mandate to desegregate their school systems. These mandates generally apply to desegregation of student population and faculty, transportation, and other matters concerning the school systems, such as school consolidation and construction. The mandates include desegregation court orders, permanent injunctions that enjoin the districts from operating dual systems of racially identifiable schools, and voluntary plans with the Department of Education for achieving racial balance. In the event that section 6 schools are transferred to local operation, they may be subject to the desegregation mandates. This would result in potential transfers of students from the installations to local schools and from local schools to installation schools to maintain racial balance, particularly where the installation schools have significantly different profiles from these local districts' schools. The racial profiles of student populations of the installations and nearby school districts for school year 1983-84 and the type of local desegregation requirements are summarized in table 3.2.

Table 3.2: Comparison of Section 6 Schools and Local School Districts: Racial/Ethnic Composition of Student Population and School Desegregation Requirements

State/installation/ school district	Student enrollment	Racial/ethnic composition of student population (percent)					Local school district requirements for desegregation
		Asian	Black	White	Hispanic	Other	
Alabama:							
Fort McClellan	522	11	34	39	16	0	
Calhoun County	11,005	1	8	91	0	0	Court order
Anniston	4,587	0	68	32	0	0	Court order
Jacksonville	1,951	2	10	87	1	0	Permanent injunction to maintain a unitary school district
Fort Rucker	1,146	14	33	34	15	4	
Coffee County	2,020	0	17	83	0	0	Court order
Dale County	2,711	0	19	81	0	0	Court order
Daleville	1,303	3	22	75	0	0	Court order
Enterprise City	5,177	0	20	80	0	0	Court order
Ozark	3,652	0	29	71	0	0	Court order
Maxwell AFB	542	0	13	78	2	7	
Montgomery County	33,741	1	44	55	0	0	Court order
Georgia:							
Fort Benning	3,121	1	34	62	3	0	
Muscogee County	29,236	0	48	50	0	2	Court order
Chattahoochee County	315	0	40	60	0	0	Permanent injunction to maintain a unitary school district
Robins AFB	851	5	23	71	1	0	
Houston County	14,615	0	29	71	0	0	Court order
Fort Stewart	1,465	2	42	40	9	7	
Liberty County	6,162	[a]	[a]	[a]	[a]	[a]	Court order
Kentucky:							
Fort Knox	3,818	5	23	67	5	0	
Meade County	3,378	[a]	[a]	[a]	[a]	[a]	None
Hardin County	11,082	2	7	90	1	0	None
Kentucky/Tennessee:							
Fort Campbell	4,322	5	20	66	6	3	
Christian County, Ken.	9,217	0	33	67	0	0	None
Montgomery County, Tenn.	13,850	2	20	77	1	0	Voluntary plan
Louisiana:							
England AFB	600	2	14	80	4	0	
Rapides Parish	24,349	0	30	70	0	0	Court order

State/installation/ school district	Student enrollment	Racial/ethnic composition of student population (percent)					Local school district requirements for desegregation
		Asian	Black	White	Hispanic	Other	
New York:							
West Point	800	0	0	90	0	10	
Highland Falls	1,093	2	12	82	4	0	None
North Carolina:							
Fort Bragg	4,901	[a]	[a]	[a]	[a]	[a]	
Cumberland County	42,843	1	39	57	1	2	Consent order (voluntary plan)
Camp Lejeune MCB	3,623	[a]	[a]	[a]	[a]	[a]	
Onslow County	15,300	2	23	73	1	1	Voluntary plan
South Carolina:							
Beaufort MCB	1,126	6	11	79	4	0	
Beaufort County	10,315	0	55	45	0	0	Voluntary plan
Fort Jackson	1,041	4	58	30	8	0	
Richland No. 2	10,627	0	31	65	0	4	Voluntary plan
Myrtle Beach AFB	815	0	30	68	1	1	
Horry County	21,096	1	30	68	1	0	Voluntary plan
Virginia:							
Dahlgren Naval							
Surface Weapons Center	203	8	7	79	6	0	
King George County	2,411	0	26	72	0	2	Voluntary plan
Quantico MCB	1,378	3	15	78	4	0	
Prince William County	35,274	2	10	87	1	0	Voluntary plan

[a] Information not received.

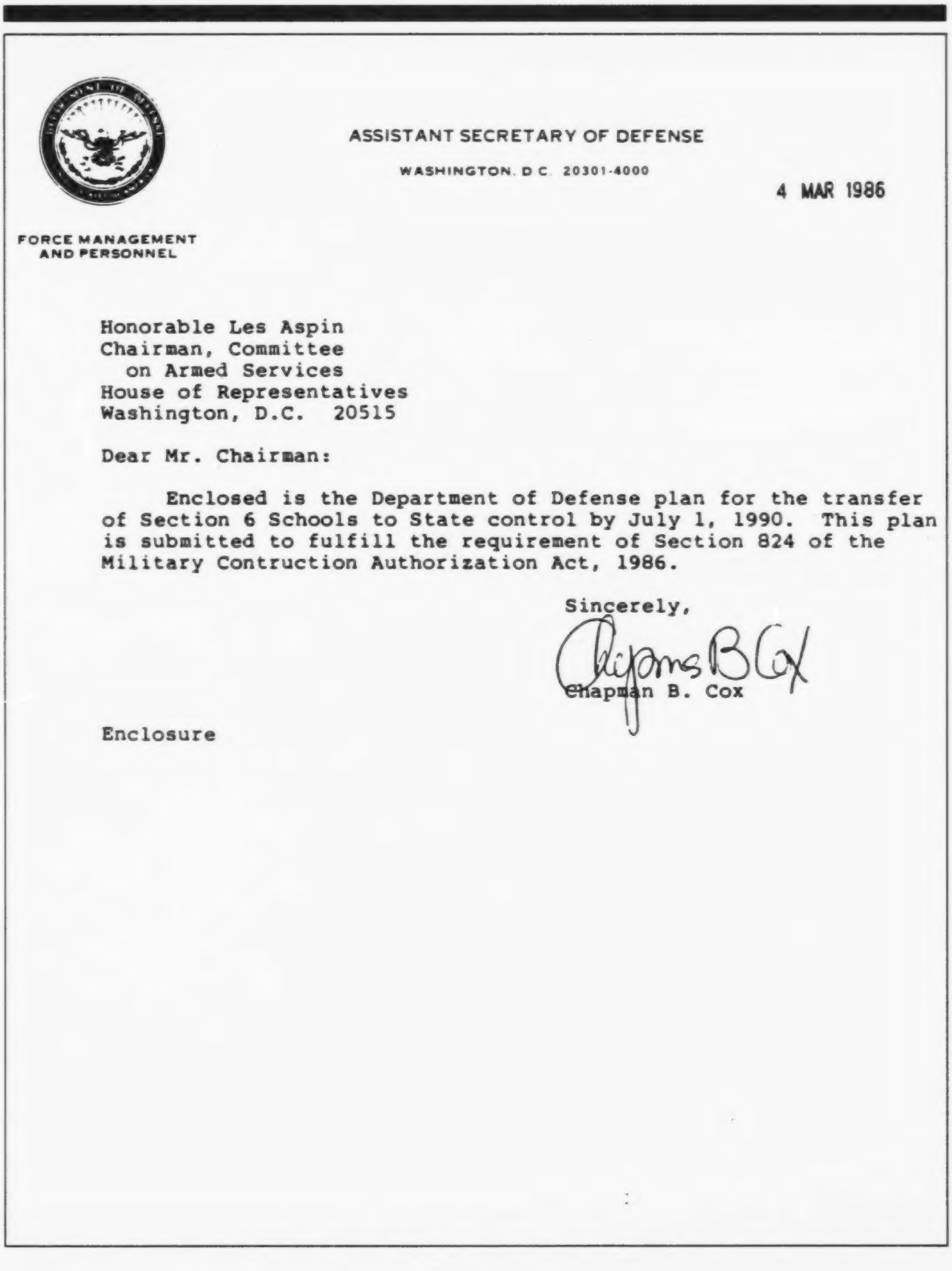
There is a question as to whether the court orders, injunctions, and voluntary desegregation plans would apply to the section 6 schools, as these schools were not part of the local districts when the mandates were effected and have not been operated on a segregated basis. Where court orders and injunctions are in effect, the determinations may have to be made by the appropriate judges; where voluntary plans are in effect, by the Department of Education. Although this issue does not constitute a legal impediment to transferring the section 6 schools to local operation, installation and section 6 school officials and dependents' parents are very concerned about potential student transfers and bussing.

Conclusions

Jurisdictional, legal, and other issues could impede all three alternatives to the present funding and operating mechanisms for section 6 schools.

The issues include (1) resolving certain legal and jurisdictional impediments that may restrict states and localities from operating and maintaining installation schools, (2) deciding which of several adjoining school districts will assume responsibility for operating the schools, and (3) determining the applicability of court-ordered and voluntary desegregation plans.

DOD Plan for Transferring Section 6 Schools



ASSISTANT SECRETARY OF DEFENSE
WASHINGTON, D.C. 20301-4000

FORCE MANAGEMENT
AND PERSONNEL

4 MAR 1986

Honorable Les Aspin
Chairman, Committee
  on Armed Services
House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

Enclosed is the Department of Defense plan for the transfer of Section 6 Schools to State control by July 1, 1990. This plan is submitted to fulfill the requirement of Section 824 of the Military Contruction Authorization Act, 1986.

Sincerely,

Chapman B Cox
Chapman B. Cox

Enclosure

A Plan for the Orderly Transfer of the Section 6 Schools to Local School Districts

Section 824 of the Military Construction Authorization (MILCON) Act, 1986 (Pub.L. No. 99-167), requires the Secretary of Defense to submit a plan by March 1, 1986, "which provides for the orderly transfer, not later than July 1, 1990, of all Section 6 schools to the appropriate local school districts of the state in which such schools are located."

Currently the Department of Defense maintains and operates 18 Section 6 schools located in 11 states educating 36,000 military dependent children. The existence of these schools is authorized by Section 6 of Public Law 81-874, as amended, 20 U.S.C. Section 241. Operations and maintenance funding for the schools are provided annually through the Defense Authorization and Appropriation Acts. Funds requested by the Department for construction, renovations, new facilities, or major reductions in safety hazards for these schools are provided by separate account in the Defense MILCON Authorization and Appropriation Acts. It is important to distinguish between the O&M and MILCON appropriations for the Section 6 schools because they are provided for separate and distinct purposes.

The Department of Defense envisions four phases in transferring each of the 18 Section 6 schools under its control. These phases are: (1) Initial Planning; (2) Detailed Issue Development; (3) Option Preparation; and (4) Submission of Legislative Proposals to Congress. The current document outlines steps and procedures entailed in a general plan, plus specific considerations to be addressed in each of the individual plans. This approach reflects the Department's recognition that it is necessary to identify required congressional action and to negotiate with State and local education agencies in order to implement the transfer of a Section 6 school most efficiently.

In preparing this submission, the Department of Defense has initiated active liaison with state educational officials in all states in which Section 6 schools are located and has identified significant resources for the preparation of an overall transfer plan. Specifically, the DoD has (1) conducted a survey of Attorneys General and boards of education in the affected states to identify unique issues created by a transfer and to identify points of contact; (2) enlisted the support of senior military commanders to obtain manpower resources which are essential for the careful analysis of pertinent variables related to each school, (3) obtained the cooperation of the Judge Advocates General of the four Military Services to develop the legal issues attendant to a transfer plan; (4) assisted the General Accounting Office (GAO) in its ongoing study of funding alternatives for Section 6 schools; and (5) made plans for further communication, data collection, and development of strategies to work with the States and Military Services involved in the transfers.

The FY 1986 MILCON Act, Section 824, requires DoD to propose a plan for the transfer of operations and maintenance responsibility for the Section 6 schools to State and local control. Ownership of the facilities, and resulting construction requirements, could be transferred as well, but need not be. Over the last 36 years, the Federal Government has transferred 75 Section 6 schools to State and local control. However, in many instances, the Federal Government has retained ownership of the facilities and, therefore, retains responsibility for funding any major construction. These construction responsibilities are assumed by the Department of Education as appropriations are available through Public Law 81-815.

BACKGROUND AND LEGISLATIVE HISTORY

The Federal Government has long believed that it is important for the dependents of its military and civilian employees to have access to a free suitable public education. In the 1800's and early 1900's, the Federal Government, in many instances, actually paid tuition in order to ensure that Federal dependents could attend schools. For example, in school year 1936-37, "about one-third of the children on military reservations who attended schools paid tuition," (Bach and Iverson, 1939). Each Federal agency operated its own version of a school assistance program in order that its dependents would have access to an educational program.

A. Operations and Maintenance

In 1950, Congress consolidated various Federal agency programs into one comprehensive program called Impact Aid, authorized by Public Law 81-874, under the management of the Commissioner of Education (now Secretary of Education). Impact Aid compensates local public school districts for losses in tax revenues due to the presence of Federal activities. School districts receiving Impact Aid use it for maintenance and operation.

In addition, Section 6 of Public Law 81-874 (Impact Aid) authorizes the Federal Government to (1) establish and operate Section 6 schools; or (2) establish Section 6 arrangements with local public school districts, when:

1. the local educational agency is unable to provide suitable free public education; or

2. no state or local tax revenues may be expended for the free public education of Federal dependents residing on Federal property.

Section 6 schools and arrangements have been created since the 1950 enactment of Public Law 81-874. Over time, and as it has been feasible, the responsibility for educating these children has been transferred to state and local control in compliance with the intention of the law. There are 18 DoD run Section 6 schools which exist today for the principal purpose of educating military dependents. These schools are:

1. Antilles Consolidated School System, Puerto Rico
2. Camp Lejeune School System, North Carolina
3. Dahlgren School, Virginia
4. England Air Force Base, Louisiana
5. Ft. Benning, Georgia
6. Ft. Bragg, North Carolina
7. Ft. Campbell, Kentucky
8. Ft. Jackson, South Carolina
9. Ft. Knox, Kentucky
10. Ft. McClellan, Alabama
11. Ft. Rucker, Alabama
12. Ft. Stewart, Georgia
13. Maxwell Air Force Base, Alabama
14. Marine Corps Air Station, Laurel Bay, South Carolina
15. Myrtle Beach Air Force Base, South Carolina
16. Robins Air Force Base, Georgia
17. Quantico Dependents Schools, Virginia
18. West Point Dependents Schools, New York

In addition, DoD funds for six Section 6 arrangements.

Beginning in Fiscal Year 1982, the Congress made major reductions in the Impact Aid program as part of an overall effort to reduce the Federal budget. Congressional committees responsible for the programs of the Department of Education (DoEd) recommended that DoEd authority to fund Section 6 schools be rescinded so that a larger portion of the available Federal funds could be used for payments to local districts pursuant to Section 3 of Public Law 81-874, which offsets the loss of revenues for local districts due to the tax exemption of federal lands located within these jurisdictions. Unlike local public schools, DoD-operated Section 6 schools are fully funded by the Federal Government and the Department of Defense was concerned that a sudden curtailment of funding authority would suddenly deprive 36,000 military dependents of access to a free public education. Therefore, the Department of Defense requested that the 97th Congress provide DoD with Section 6 funding authority, beginning in FY 1982, so as to avoid a disruption of educational programs for military dependents. The Congress transferred Section 6 authority to the Department of Defense in the Omnibus Budget Reconciliation Act of 1981 (Public Law 97-35, Sections 505 (b),(c)).

B. Construction

In 1950, Congress also passed Public Law 81-815, a companion law to Public Law 81-874. Section 10 of Public Law 81-815 authorized the Commissioner of Education (now the Secretary of Education) to construct school facilities when they were otherwise unavailable.

The need for a significant number of new facilities was predominantly a result of the World War II and the post-war buildup of Defense facilities across the country. Section 10 funds for essential school construction on military reservations have been available in diminishing amounts. In recent years, since FY 1981, the Department of Education has had only a small appropriation for Public Law 81-815, between $17.5-20 million. However, there is a substantial backlog of requests for Public Law 81-815 projects at the DoEd. The Federal Government would like to see the ownership of these facilities transferred to school districts, but districts are unwilling to assume ownership until the facilities at least meet the minimum state standards. This is understandable. Unfortunately, the state of repair of these facilities is falling further behind with the lack of adequate financial resources to maintain them. In addition, there is a requirement for new facilities in many locations.

In FY 1983, Defense requested Public Law 81-815 authority, the same authority vested in the Secretary of Education, so that we could conduct the major repairs needed at the Section 6 schools. Major construction for the Section 6 schools is specifically covered under Section 10 of Public Law 81-815. Section 10 applies to those facilities built on Federal property. There are many Section 10 (Federally-owned) schools, above and beyond the Section 6 schools, across the country. A Section 10 school is merely owned by the Federal Government; the Federal Government does not necessarily have the responsibility to operate and maintain the school system. For example, the school facilities on Ft. Belvoir, Virginia, are owned by the Federal Government - they are "Section 10" schools. However, the Department of Defense does not operate the school system; Fairfax County does. On the other hand, the schools at Ft. Knox, Kentucky, are both Section 10 schools (Federally-owned with construction a Federal responsibility) and Section 6 schools (DoD run and operated). It is important to realize this distinction because even if operational responsibility for the Section 6 schools is transferred to State and local authorities, the facilities may or may not be included in that transfer. That would depend upon the circumstances. If the facilities are not transferred, then the Federal Government would continue to be responsible for all major construction and repairs. Either the Department of Defense or the Department of Education could seek funding for construction for Section 10 schools. It has traditionally been a Department of Education program. DoD sought similar authority for those Section 6 schools that we operate.

TRANSFER OPTIONS

As the authorizing statute intends, DoD is committed to the transfer of Section 6 schools, which would have the Federal

Government transfer the operational responsibility for the Section 6 schools to state and local control. The first and crucial consideration in any transfer, however, is the availability of a suitable free public education in a nearby school district. The determination that a suitable free education can be provided by a local public school district requires the Secretary of Education and the Secretary of the concerned Military Department, in consultation with the state education agency, to agree that the required services can be provided by a local school district. Local districts will be consulted and their views will be given serious consideration.

Three of the forms that a transfer could take are:

1. SECTION 6 ARRANGEMENT. Public Law 81-874 authorizes the Federal Government to enter into contractual arrangements to ensure that residents of Federal reservations may attend schools operated by local districts. The Federal Government finances some portion or all of the costs of education under these arrangements. The Department of Defense currently funds six such arrangements on behalf of 2694 dependents. These Section 6 arrangements are:

Crater Lake National Park, Oregon - tuition and transportation;
Dover Air Force Base, Delaware - tuition;
Ft. Leavenworth, Kansas - transportation;
Governor's Island, New York - utilities and maintenance;
Hanscom Air Force Base, Massachusetts - tuition;
Highland Falls, New York - partial tuition.

Should a DoD-operated Section 6 school take on the form of a Section 6 arrangement, the Federal Government will still retain funding responsibility for some or all of the O&M (education) costs under Section 6. In addition, school facilities and resultant MILCON requirements under Section 10 may or may not be transferred under this option.

2. OUTRIGHT TRANSFER OF OPERATIONAL RESPONSIBILITY TO INCLUDE OWNERSHIP OF FACILITIES. This form of transfer would require the state to accept responsibility for the provision of a free suitable education for the Defense dependents involved. In addition, ownership of all facilities would transfer as well, and the Federal Government would no longer be responsible for maintaining the facilities or funding new construction. This is the preferred options since it relieves the Federal Government of all funding responsibilities under Section 6. Districts would become eligible for regular impact aid payments (Section 3, Public Law 81-874). It is important to the Department of Defense that such a transfer take place on amicable terms so that military/civilian community relationships remain harmonious.

Any consideration of this option must take into account the financial resources that will be available to the school district assuming operational responsibility for the Section 6 children. If the financial resources will not be available for the district to provide a suitable free education, then it would not be desirable to transfer the operational responsibility to state/local control. Without the resources, the students would remain eligible for a Section 6 (DoD-run or arrangement) education as authorized by statute (Public Law 81-874).

Local districts normally receive revenues from three sources: local tax revenues, state-provided "state aid," and the Federal Government. In districts serving Federally-connected students, Impact Aid has been an important Federal contribution. As mentioned previously, Impact Aid has been severely reduced in recent years. Each district's payment is based on a complex payment structure that takes into account the number of Federally-connected children in the district. It will be important to consider the availability of Impact Aid in any transfer plan for a particular school. Policymakers analyzing outright transfer plans must also weigh factors such as employment of Section 6 teachers and administrators.

A newly created district with boundaries coterminous with the Federal reservation would involve the same characteristics and funding issues. However, it would mean that no local revenues would be available to support the school, only state aid and federal Impact Aid.

3. TRANSFER OF OPERATIONAL RESPONSIBILITY, BUT NOT OWNERSHIP OF THE SCHOOL FACILITIES. This option would require that the same factors discussed in Option 2 for operational responsibility be considered. However, the Federal Government would retain ownership of the facilities. This may not negate the need for MILCON funding in the outyears if the facilities are inadequate or deteriorated.

PLANS FOR TRANSFER

The Department of Defense proposes that transfer plans for Section 6 schools be developed for each individual school and be considered in a four-phase process. It is expected that transfer plans for most of the schools will require some type of legislative action in order to: 1) ensure that a free suitable education is available; 2) transfer the operational responsibility in the most economical manner; and 3) cause the least disruption to the ongoing school programs being offered at the Section 6 schools. A description of the four phases is as follows:

A. PHASE I: Initial Planning

1. DoD has mailed a survey of requesting information on key issues involved in a transfer of schools to the Attorney General and Department of Education of each of the States in which Section 6 schools are located. We are currently evaluating the results.

2. A request has been made for support from the Military Services for identification of relevant legal issues and for representatives to an ad hoc committee to analyze and resolve issues involved in the transfer of each Section 6 school.

B. PHASE II: Detailed Issue Development

1. Organize a committee composed of representatives from OSD and the four Military Services to analyze issues.

2. Evaluate school specific problems:

a. Analyze the ability of individual local districts to which Section 6 schools will be transferred to provide a suitable free public education;
b. Appraise the impact of a transfer on students who will be assigned/transferred to a local district that is currently operating under a court order or voluntary desegregation plan;
c. Determine monetary and personnel consequences of the transfer of federally employed Section 6 teachers and school administrators to local education agencies;
d. Evaluate the availability of Impact Aid funding on quality and comparability issues;
e. Review the impact which a transfer will have on the rights of parents or sponsors to vote for and be represented on local school boards;
f. Determine the willingness and ability of the district to accept Section 6 school students as part of their system;
g. Consider and resolve installation security issues associated with the admission of any civilian dependents to schools operated on military installations;
h. Analyze transportation issues associated with requirements to transport federally-connected children to appropriate district schools; and
i. Determine the need and feasibility of transferring ownership of the facilities.

3. Analyze study completed by the General Accounting Office.

4. Establish liaison with Secretary of Education.

C. PHASE III: Option Preparation

1. Evaluate the impact of transfer on the local school district and the State:

a. Document each State's support/opposition to a transfer;
b. Determine the rights of current Section 6 employees and define procedures for a reduction in force; and
c. Recommend transfer options for each Section 6 school, and formulate an appropriate plan.

2. Identify necessary Congressional actions.

3. Review the proposed transfer options of each Section 6 school with the appropriate State and local officials and the Secretary of Education.

4. Make a recommendation to the Secretary of Defense.

D. PHASE IV: Submission of Legislative Proposals to Congress

Prepare proposals for submission to Congress if legislation is necessary to implement one or more of the transfer plans.

ISSUES RELATED TO EFFECTING THE TRANSFER

This section generally describes some of the issues set forth in the above outline. Some of the issues identified in this discussion may require legislative action for implementation and/or to avoid the need for protracted litigation.

A. QUALITY: The inability of a district to provide a suitable free public education must be overcome first. The lack of sufficient Impact Aid could degrade the ability of the local school district to deliver a suitable free public education. Quality considerations may create impediments to concluding successful negotiations with state and local school districts for the transfer of Section 6 schools unless there is clear Congressional support to minimize the cost of a transfer to be borne by the local school district and local taxpayer.

B. JURISDICTIONAL ISSUES: A preliminary review of State statutes, opinions of State Attorneys General, and other available documents indicate that several states believe that they do not have the legal obligation to educate military dependents whose parents live and work on military installations. Some of these states purport to permit local school districts to charge tuition to Federal residents. The Department of Defense does not concur with the States' positions, but does recognize that it represents a potential conflict that might lead to protracted litigation and might generate significant ill will between the military and civilian communities.

An additional jurisdictional issue is presented at Forts Knox, Campbell, Rucker, and McClellan. Students attending these Section 6 schools live on a post which occupies land in more than one county, or crosses city and county boundaries. Fort Campbell's school grounds are even located on land which extends from Kentucky to Tennessee.

C. DESEGREGATION: Many of the school districts which are contiguous to the Section 6 schools currently are operating under court orders to desegregate or under voluntary desegregation plans in order to achieve racial balance among the pupils and teachers. The impact of a transfer of current Section 6 students on these desegregation plans must be taken into account so that a transfer remains in line with the court orders.

D. TRANSPORTATION: In some districts, the desegregation plans will require the busing of military dependents or the transfer of Section 6 teachers to other schools in the district in order to maintain racial balance. Additional transportation may be required when the school receiving the Section 6 children under a transfer plan is located at some distance from the Federal reservation. These transportation requirements have costs which must be considered as part of any transfer plan.

E. PERSONNEL: Section 6 schools have over 3700 employees, two-thirds of whom are professional educators. Section 6 school personnel may be employed, but the compensation, tenure, leave, hours of work, and other incidents of the employment relationship may be fixed by the local school district assuming control of the school(s) without regard to the Civil Service Act and rules, and the following: (1) the Classification Act of 1949, as amended; (2) the Annual and Sick Leave Act of 1951, as amended; (3) the Federal Employees' Pay Act of 1945, as amended; (4) the Veterans' Preference Act of 1944, as amended; and (5) the Performance Rating Act of 1950, as amended. The teachers are currently Government employees entitled to certain Federal service employment benefits and rights which must be evaluated carefully in order to prepare an orderly transfer plan.

This discussion highlights some of the general issues that may be encountered in the preparation of appropriate plans for each Section 6 school. These issues, and others that will develop, will have to be carefully evaluated in light of the unique circumstances found at each school in order to ensure the development of a workable plan for the orderly transfer of each Section 6 school.

Characteristics of School Systems of 17 Military Installations and 26 Local School Districts

Presented in this appendix are selected characteristics of section 6 schools at the 17 military installations having such schools and 26 adjoining local school systems for the 1983-84 school year. The latter are systems operated by local school districts judged by state education agency officials as most likely to be involved in a transfer of students should the Congress shift operational funding responsibility for education of military dependents to local school districts. The information includes (in tabular form) per-pupil expenditures, teacher/pupil and remedial teacher/pupil ratios, the average teacher's salary and years of experience, percentage of teachers with master's degrees and above, computer/pupil ratios, and numbers of school buildings at, above, and below capacity. Only in cases where the adjoining military installation operated a secondary school did we include information on the local district's high schools. The information on the local school districts was provided by officials of those districts.

Schools of Fort McClellan, Anniston and Jacksonville Cities, and Calhoun County, Alabama

Fort McClellan is located in Calhoun County, Alabama, on the edge of the Anniston city limits. In the 1983-84 school year, the Fort's section 6 school system (see table II.1 for summary of data) served 522 students in one elementary school (kindergarten through grade 6). The annual student turnover rate was about 25 percent. Fort McClellan had approximately six handicapped students who were transported to schools.

Table II.1 Characteristics of Fort McClellan Schools and the School Districts of Anniston and Jacksonville Cities and Calhoun County (Alabama)

Characteristics	Fort McClellan section 6 schools	School district Anniston City (AL)[a]	 Calhoun County (AL)	 Jacksonville City (AL)
Per-pupil expenditure	$1,908	$2,256	$1,965	$1,693
Teacher/pupil ratio	1:25	1:18	1:19	1:21
Remedial teacher/ pupil ratio	1:28	1:62	1:60	1:33
Average teachers' salary	$18,000	$19,259	$18,044	$22,000
Teachers' average years of experience	9	12	13	14
Percent of teachers with master's degrees and above	58.1	54.5	71.9	80.4
Computer/pupil ratio	1:33	1:31	1:93	1:36
School buildings (total)	1	8	120	14
At capacity	1	1	110	14
Above capacity	0	0	5	0
Below capacity	0	7	5	0
High school	[b]	•	•	•

[a] Data were provided for school year 1984-85 only.

[b] Installation does not operate secondary schools.

The Anniston City school system enrolled 4,587 in school year 1984-85. The school system's grade structure defined elementary as kindergarten through grade 6, middle school as grades 7 through 8, and high school as grades 9 through 12. The system had seven elementary, one middle, and one high school. The city experienced an estimated annual student turnover rate of 13 percent.

The Jacksonville City school system (see table II.1) enrolled 1,951 students in school year 1983-84. The school system's grade structure defined elementary as kindergarten through grade 6 and high school as grades 7 through 12. The system had eight elementary and six high school facilities.

The Calhoun County school system (see table II.1) enrolled 11,005 students in school year 1983-84. The school system's grade structure defined elementary as kindergarten through grade 6, and high school as grades 7 through 12. The system had 120 school facilities and an estimated annual student turnover rate of 11 percent.

The Fort McClellan school tested the achievement level of students in all grades during the 1984-85 school year. Anniston City tested students in grades 1 through 10, Jacksonville City tested students in grades 1, 2, 4, 5, 7, 8, and 10, and Calhoun County tested students in grades 1, 2, 4, 5, 7, 8, and 10.

The school systems of Anniston City, Jacksonville City, and Calhoun County provided a number of extracurricular activities, including sports (e.g., baseball, basketball, football, softball, track, and volleyball), science club, band, cheerleading, school newspaper, and student council. Anniston City and Calhoun County provided advanced placement curricula.

Schools of Maxwell Air Force Base and Montgomery County, Alabama

Maxwell Air Force Base is located in the northwest part of Montgomery County but in the city of Montgomery, Alabama. Maxwell, with a military population of about 2,400 comprised primarily of officers, operates the Air Force war colleges. During the 1983-84 school year, the base operated one section 6 elementary school (see table II.2 for summary of data), which served approximately 542 students in kindergarten through grade 6. The school's student enrollment included 16 handicapped students who were transported to school. The school building, which accommodated about 390 students, was located in the southeast corner of the installation. Temporary Air Force buildings housed the remaining 150 students. Due to the mission of the base, officers resided on the base for 1 year or less, which contributed to an annual student turnover rate of about 100 percent in the section 6 school. Although a few students whose parents work at Gunter Air Force Base (in Montgomery) resided at Maxwell for 2 to 3 years (due to their military duty), the Gunter students had no significant influence in reducing the student turnover rate of the section 6 schools.

Table II.2: Characteristics of Maxwell Air Force Base Schools and the Montgomery County (Alabama) **School District**

Characteristics	Maxwell Air Force Base section 6 schools	Montgomery County (AL) school district
Per-pupil expenditure	$2,678	$1,958
Teacher/pupil ratio	1:24	1:22
Remedial teacher/pupil ratio	1:60	1:39
Average teachers' salary	$23,256	$19,000
Teachers' average years of experience	19	14
Percent of teachers with master's degrees and above	100.0	61
Computer/pupil ratio	1:23	1:54
School buildings (total)	1	51
At capacity	0	13
Above capacity	1	16
Below capacity	0	22
High school	[a]	•

[a] Installation does not operate secondary schools.

The Montgomery County school system (see table II.2) enrolled 33,741 students in school year 1983-84. The school system's grade structure defined elementary as kindergarten through grade 6, junior high school as grades 7 through 9, and high school as grades 10 through 12. The system had 51 schools and an estimated annual student turnover rate of 18 percent.

Maxwell tested the achievement level of students in all grades during the 1984-85 school year. Montgomery County tested the achievement level of students in grades 2, 4, 5, 8, and 10 in school year 1983-84.

The Maxwell school system provided for interscholastic competition among elementary students in spelling; the school had one finalist participate in the national spelling contest. The Montgomery County school system provided a number of extracurricular activities, which included: sports (baseball, basketball, football, golf, tennis, track, volleyball, and wrestling), foreign language club, science club, theater guild, band, cheerleading, school newspaper, and student council. The county system also provided advanced placement curricula in language, literature, composition, biology, physics, calculus, and American history.

Schools of Fort Rucker, Coffee and Dale Counties, and Daleville, Enterprise, and Ozark, Alabama

Fort Rucker is located in Coffee and Dale Counties in the southeastern part of Alabama. All housing and section 6 school facilities are located in the Dale County school district. In school year 1983-84, Fort Rucker had a population of about 19,032 (and a residential population of 4,078).

The installation's section 6 school system (see table II.3 for summary of data) served 1,146 students in two elementary schools (kindergarten through grade 6). The school system's student enrollment included 192 handicapped and 57 gifted and talented children. All pupils in grades 7 through 12 attended the nearby school districts of Ozark and Daleville in Dale County and Enterprise in Coffee County. For about 80 percent of the military personnel (flight students), the average tour of duty was 10 months, which contributed to the school system's annual student turnover rate of 60 percent.

Table II.3: Characteristics of Fort Rucker Schools and the School Districts of Coffee and Dale Counties and Daleville, Enterprise, and Ozark Cities (Alabama)

		School district				
Characteristics	**Fort Rucker section 6 schools**	**Coffee County (AL)**	**Dale County (AL)**	**Daleville City (AL)**	**Enterprise City (AL)**	**Ozark City (AL)**
Per-pupil expenditure	$2,076	$2,177	$2,127	$1,791	$1,813	$1,928
Teacher/pupil ratio	1:20	1:22	1:16	1:20	1:20	1:19
Remedial teacher/ pupil ratio	1:34	1:12	1:52	1:16	1:10	1:58
Average teachers' salary	$16,396	$18,850	$16,623	$18,657	$18,689	$16,991
Teachers' average years of experience	12	14	11	11	11	11
Percent of teachers with masters degrees and above	48.3	57.0	60.7	68.0	62.0	71.8
Computer/pupil ratio	1:60	1:56	1:50	1:76	1:43	1:83
School buildings (total)	2	8	6	2	9	6
At capacity	0	2	3	2	9	1
Above capacity	1	0	0	0	0	0
Below capacity	1	6	3	0	0	5
High school	[a]	•	•	•	•	•

[a] Installation does not operate secondary schools.

Dale County's school system enrolled 2,711 students in school year 1983-84. The school system's grade structure defined elementary as kindergarten through grade 5, middle school as grades 6 through 8, and high school as grades 9 through 12. The school system included two elementary schools, one middle school, two K-12 schools, and one high school (grades 9-12) and experienced an estimated annual student turnover rate of 9.5 percent.

The Daleville City school system's grade structure defined elementary as kindergarten through grade 6 and combination school as grades 7 through 12. The school system had one elementary and one combination school with a student enrollment of 1,303. Daleville experienced an estimated annual student turnover rate of 7.5 percent.

Enterprise City lies in both Coffee and Dale Counties. The city school system enrolled 5,177 students in 1983-84. The system's grade structure defined elementary as kindergarten through grade 6, middle or junior high as grades 7 through 9, and high school as grades 10 through 12. The school system had five elementary schools, two junior high schools (one consisting of only seventh graders), and one high school. Enterprise had an estimated annual turnover rate of 5 percent.

Ozark City's school system enrolled 3,652 students in 1983-84. The school system's grade structure defined elementary school as kindergarten through grade 4, middle school as grades 5 through 8, and high school as grades 9 through 12. The school system, with three elementary schools (one school composed of kindergarten), two middle schools, and one high school, had an estimated annual turnover rate of 12 percent.

Schools of Fort Benning and Muscogee and Chattahoochee Counties, Georgia

Fort Benning is located in both Muscogee and Chattahoochee Counties of Georgia. Similarly, the post housing and section 6 schools are located in both counties, with about 67 percent of the school system's student population attending schools on the Chattahoochee County side of the installation.

In school year 1983-84, the installation's section 6 school system (see table II.4 for summary of data) served 3,121 students in seven elementary schools (kindergarten through grade 5) and one middle school (grades 6 through 8). The school system's student enrollment included 46 handicapped children, who were bussed to school. Most senior high students attended a senior high school located on land that formerly belonged to the military but was deeded to Muscogee County, although some attended private schools. Most military personnel stationed at Fort Benning stay 3 years, while some stay for 1 year of training. Turnover of military personnel contributed to the annual student turnover rate of 39 percent.

Table II.4: Characteristics of Fort Benning Schools and the School Districts of Chattahoochee and Muscogee Counties (Georgia)

		School district	
Characteristics	**Fort Benning section 6 schools**	**Chattahoochee County (GA)**	**Muscogee County (GA)**
Per-pupil expenditure	$2,636	$2,071	$2,431
Teacher/pupil ratio	1:23	1:24	1:23
Remedial teacher/pupil ratio	1:33	1:20	1:35
Average teachers' salary	$19,103	$17,376	$16,380
Teachers' average years of experience	12	7	11
Percent of teachers with master's degrees and above	56.9	61.5	75.7
Computer/pupil ratio	1:25	1:39	1:128
School buildings (total)	8	1	53
At capacity	2	1	6
Above capacity	2	0	0
Below capacity	4	0	47
High school	[a]	•	•

[a] Installation does not operate secondary schools.

Muscogee County school system (see table II.4) enrolled 29,236 students, including 1,192 students in self-contained special education, during school year 1983-84. The school system's grade structure defined elementary as kindergarten through grade 6, junior high as grades 7 and 8, and high school as grades 9 through 12. The school system, with 53 schools, experienced an estimated annual student turnover rate of 16 percent.

Chattahoochee County's school system (see table II.4) enrolled 315 students in school year 1983-84. The school system's grade structure defined elementary as kindergarten through grade 8. The school system had one school. Older students attended senior high schools under contract in Muscogee County. The county experienced an estimated annual student turnover rate of about 20 percent.

During the 1983-84 school year, Fort Benning schools tested the achievement level of students in grades 3, 5, and 7. Muscogee County tested the achievement level of students in grades 1 through 8 and the academic skills of students in grades 9 through 12. Chattahoochee County tested the achievement level of students in grades 1 through 8.

Fort Benning's school system (see table II.4) provided a number of extracurricular activities, such as sports (e.g., basketball, gymnastics, soccer, softball, volleyball, and track), music, band, student council, yearbook, computers, industrial arts, and art clubs.

Muscogee and Chattahoochee Counties' school systems offered a number of extracurricular activities, including sports (e.g., basketball, softball, and volleyball), science club, foreign language club, and national honor clubs. Muscogee County also offered football, cross-country, golf, gymnastics, rifle, tennis, track, computer club, mathematics club, and 4H club, as well as interscholastic competition in spelling, writing essays, public speaking, and debating.

Fort Stewart and Liberty County, Georgia

Fort Stewart is located in Liberty County, Georgia. The installation's section 6 school system (for summary of data, see table II.5) served 1,465 students during school year 1983-84 in two elementary schools (kindergarten through grade 6). The school system's enrollment included five handicapped children who were bussed to school. The average tour of duty for the military personnel ranged from 18 to 24 months, which contributed to an annual student turnover rate of 35 percent. All on-post pupils in grades 7 through 12 attended Liberty County schools.

Table II.5: Characteristics of Fort Stewart Schools and the Liberty County (Georgia) **School District**

Characteristics	**Fort Stewart section 6 schools**	**Liberty County (GA) school district**
Per-pupil expenditure	$2,400	$1,448
Teacher/pupil ratio	1:19	1:19
Remedial teacher/pupil ratio	1:147	1:68
Average teachers' salary	$18,000	$18,645
Teachers' average years of experience	8	8
Percent of teachers with master's degrees and above	36.2	23.3
Computer/pupil ratio	1:24	1:112
School buildings (total)	2	6
At capacity	0	1
Above capacity	2	5
Below capacity	0	0
High school	[a]	•

[a] Installation does not operate secondary schools.

The Liberty County school system (see table II.5) enrolled 6,162 students in school year 1983-84. The system's grade structure defined elementary as kindergarten through grade 6, middle school as grades 7 through 8, and high school as grades 9 through 12. The system included four elementary, one middle, and one high school.

Fort Stewart tested the achievement level of students in all grades during the 1983-84 school year. Liberty County tested students in various grades.

The section 6 schools offered extracurricular activities, such as music, band, orchestra, cheerleading, communications arts, and student council. The school system also provided advanced placement curricula in reading, mathematics, social studies, spelling, writing, computers, music, art, and physical education.

The county school system provided a number of extracurricular activities, including sports (baseball, basketball, football, golf, softball, track, and volleyball), foreign language club, science club, theater guild, music, band, orchestra, cheerleading, chess club, debating team, communications arts, school newspaper, and student council. The county system also provides advanced placement curricula in English, American history, and European history.

Schools of Robins Air Force Base and Houston County, Georgia

Robins Air Force Base is located in Houston County, Georgia. Robins' military population of about 3,900 comprises primarily enlisted personnel.

In school year 1983-84, the base's section 6 school system (for summary data, see table II.6) served 851 students in two elementary schools (kindergarten through grade 6). The schools' student enrollment included about 28 handicapped children. About 5 percent of the military personnel stationed at Robins are on base for less than 1 year, and the remainder of the military personnel's length of stay is staggered over 2 to 3 years, contributing to an annual student turnover rate of about 34 percent.

Table II.6: Characteristics of Robins Air Force Base Schools and the Houston County (Georgia) **School District**

Characteristics	Robins Air Force Base section 6 schools	Houston County (GA) school district
Per-pupil expenditure	$2,719	$1,873
Teacher/pupil ratio	1:16	1:25
Remedial teacher/pupil ratio	1:12	1:15
Average teachers' salary	$20,248	$21,000
Teachers' average years of experience	11	12
Percent of teachers with master's degrees and above	100.0	60.1
Computer/pupil ratio	1:21	1:62
School buildings (total)	2	23
At capacity	2	23
Above capacity	0	0
Below capacity	0	0
High school	[a]	•

[a] Installation does not operate secondary schools.

In school year 1983-84, the Houston County school system (see table II.6) enrolled 14,615 students in various grade structures. Houston defined its elementary schools as kindergarten through grade 6 or kindergarten through grade 4, its junior high schools as grades 7 through 9, and its high school as grades 9 through 12 and grades 10 through 12, but some schools used other grade combinations. The school district had 23 schools, i.e., 14 elementary schools, 1 school with grades 5 and 6, 4 junior high schools, 1 school with grades 7 and 8, and 3 high schools. The county experienced an estimated annual student turnover rate of 15 percent.

Robins' schools tested the achievement level of students in all grades during the 1985 school year. Houston County tested students in grades 3, 5, and 6 during 1984.

Most students are at Robins for 2 to 3 years. The school system provided such extracurricular activities as sports (basketball, football, softball, swimming, and volleyball), music lessons, and mathematics club.

The county school system offered a number of extracurricular activities, including sports (baseball, basketball, football, golf, softball, track, and wrestling), foreign language club, science club, band, orchestra, cheerleading, debating team, communications arts, school newspaper, and student council. The county system also offered advanced placement curricula in calculus, biology, and American history.

Schools of Fort Knox and Hardin and Meade Counties, Kentucky

Fort Knox housing and section 6 schools are located in both Hardin and Meade Counties of Kentucky. During the 1983-84 school year, the Fort's section 6 school system (for summary data, see table II.7) served 3,818 students in 10 schools, i.e., 2,439 in seven elementary schools (kindergarten through grade 5), 762 in two middle schools (grades 6 through 8), and 617 in one high school. The average stay of the students in the Fort Knox school system was 2 to 3 years, contributing to an annual student turnover rate of about 33 percent. Fort Knox had approximately 50 handicapped students who were bussed to school.

Table II.7: Characteristics of Fort Knox Schools and the School Districts of Hardin and Meade Counties (Kentucky)

		School district	
Characteristics	**Fort Knox section 6 schools**	**Hardin County (KY)**	**Meade County (KY)**
Per-pupil expenditure	$3,538	$1,600	$2,500
Teacher/pupil ratio	1:16	1:22	1:30
Remedial teacher/pupil ratio	1:66	1:27	1:32
Average teachers' salary	$23,291	$20,245	[a]
Teachers' average years of experience	14	11	15
Percent of teachers with master's degrees and above	68.6	80.1	79.2
Computer/pupil ratio	1:8	1:73	1:48
School buildings (total)	10	17	10
At capacity	9	10	8
Above capacity	1	3	1
Below capacity	0	4	1
High school—percent of graduates:			
Entering college	58.7	53.7	[a]
Entering postsecondary vocational/trade programs	9.5	12.4	[a]
Entering the Armed Services	11.1	10.7	[a]

[a] Information not reported.

The Hardin County school system (see table II.7) enrolled 11,082 students in school year 1983-84. The school system's grade structure defined elementary as kindergarten through grade 5, middle school as grades 6 through 8, and high school as grades 9 through 12. The system had 11 elementary, 3 middle, and 3 high schools.

Meade County school system (see table II.7) enrolled 3,378 students, and its grade structure defined elementary as kindergarten through grade 6, middle school or junior high as grades 7 and 8, and high school as grades 9 through 12. The system had seven elementary, one middle, and one high school.

Fort Knox tested the achievement level of students in grades 1 through 9 during the 1983-84 school year. Hardin County tested students in grades 1 through 10. Fort Knox served many students who were non-English speaking (with Spanish or other languages as a first language) and from a variety of cultures and backgrounds. Hardin County offered an English-As-A-Second-Language (ESL) Program for less than 1 percent of its student population.

The Fort Knox school system provided a number of extracurricular activities, including sports (e.g., baseball, basketball, football, golf, softball, tennis, and track), interscholastic competition (e.g., honor societies, state and regional speech competition, regional science and humanities symposium, foreign language, and band competition), cheerleading, theater, and student government.

Hardin and Meade counties' school systems offered various extracurricular activities, including sports (e.g., baseball, basketball, football, golf, softball, track, and tennis), foreign language club, science club, band, cheerleading, school newspaper, and student council. The Hardin County school system provided advanced placement curricula in mathematics, science, language arts, and foreign language.

Schools of Fort Campbell, Christian County, Kentucky, and Clarksville-Montgomery County, Tennessee

Fort Campbell residential housing and section 6 schools are located in both Christian County, Kentucky, and Montgomery County, Tennessee. The Fort's section 6 school system (see summary data in table II.8) served 2,783 students in four elementary schools (kindergarten through grade 5), 933 students in one middle school (grades 6 through 8), and 606 students in one high school (grades 9 through 12). Fort Campbell had approximately 50 handicapped students who were bussed by the schools.

Table II.8: Characteristics of Fort Campbell Schools and the School Districts of Christian County (Kentucky) **and Clarksville-Montgomery County** (Tennessee)

Characteristics	**Fort Campbell section 6 schools**	**School district**	
		Christian County (KY)	**Clarksville-Montgomery County (TN)**
Per-pupil expenditure	$2,585	$1,648	$1,671
Teacher/pupil ratio	1:24	1:20	1:20
Remedial teacher/pupil ratio	[a]	1:48	1:76
Average teachers' salary	$19,200	$19,000	$16,925
Teachers' average years of experience	10	[a]	15
Percent of teachers with master's degrees and above	76.8	83.6	45.4
Computer/pupil ratio	1:24	1:39	1:38
School buildings (total)	6	24	18
At capacity	5	17	0
Above capacity	0	0	4
Below capacity	1	7	14
High school—percent of graduates:			
Entering college	56.6	45.8	50.0
Entering postsecondary vocational/trade programs	4.7	6.9	[a]
Entering the Armed Services	15.1	5.1	[a]

[a] Information not reported.

The Christian County school system (see table II.8) enrolled 9,217 students in school year 1983-84. The school system's grade structure defined elementary as kindergarten through grade 6, middle school as grades 7 and 8, and high school as grades 9 through 12. The system had 16 elementary, 2 middle, and 6 high schools, with an estimated annual student turnover rate of 18 percent.

The Clarksville-Montgomery County school system (see table II.8) enrolled 13,850 students. The system's grade structure defined elementary as kindergarten through grade 5, middle school as grades 6 through 8, and high school as grades 9 through 12. The system had 11 elementary, 3 middle, and 4 high schools, with an estimated annual student turnover rate of 5 percent.

Fort Campbell schools tested the achievement level of students in grades 3, 5, 7, and 10 during the 1983-84 school year. Christian County tested students in all grades.

Most of the students were at Fort Campbell for about 2 years. The school system provided a number of extracurricular activities, including sports (e.g., baseball, basketball, football, golf, softball, and track), interscholastic competition (e.g., honor groups, band competition, speech competition, and foreign language competition), cheerleading, theater, and student government. The school system also provided advanced placement curricula in biology, English, art, and American history.

Both local school systems provided extracurricular activities that included sports (baseball, basketball, football, golf, softball, track, and wrestling), foreign language club, science club, band, cheerleading, debating team, theater guild, school newspaper, and student council. The Christian County system offered no advanced placement curriculum, but planned to offer advanced placement curricula in English, calculus, Spanish, Latin, biology, physics, art, American history, and music for the 1985-86 school year. The county offered National Honor Society and honor clubs. Clarksville-Montgomery County offered advanced placement in English, history, science, and mathematics.

Schools of England Air Force Base and Rapides Parish, Louisiana

England Air Force Base is located in the west central part of Rapides Parish school district in Louisiana. In school year 1983-84, the base's section 6 school system (for summary data, see table II.9) served 600 students in three elementary schools (kindergarten through grade 6). Students in grades 7 through 12 attended junior and senior high schools in Alexandria, under the Rapides Parish school system. Military personnel were stationed at England for 2 to 4 years, contributing to an annual student turnover rate of about 33 percent.

Table II.9: Characteristics of England Air Force Base Schools and the Rapides Parish (Louisiana) **School District**

Characteristics	England section 6 schools	Rapides Parish (LA) school district
Per-pupil expenditure	$1,918	$2,350
Teacher/pupil ratio	1:23	1:23
Remedial teacher/pupil ratio	1:12	1:11
Average teachers' salary	$18,000	$19,219
Teachers' average years of experience	11	15
Percent of teachers with master's degrees and above	53.8	65.0
Computer/pupil ratio	1:50	1:55
School buildings (total)	3	53
At capacity	3	18
Above capacity	0	2
Below capacity	0	33
High school	[a]	•

[a] Installation does not operate secondary schools.

During school year 1983-84, the Rapides Parish school system (see table II.9) enrolled 24,349 students in 53 schools, using various grade structures. The parish defined primary school as kindergarten through grade 2, elementary school as kindergarten through 5, junior high school as grades 7 and 8, and senior high school as grades 9 through 12. The school district also had grade 6 attendance centers and schools that combined various other grade structures. The school district experienced an estimated annual student turnover rate of 5 percent.

England schools tested the achievement level of students in grades 4, 5, and 6 during the 1984-85 school year. Rapides Parish did not administer national achievement tests to its students but used state tests to evaluate their competency in reading and mathematics.

England school system's extracurricular activities included chorus and the 4-H club. The local school system provided a number of extracurricular activities, including sports (e.g., football, swimming, tennis, softball, basketball, baseball, golf, and track), foreign language club, science club, booster club, speech club, yearbook, cheerleading, school newspaper, and student council. The school system also provided advanced placement curricula in biology, chemistry, computer science, and physics.

Schools of the United States Military Academy (West Point) and the Highland Falls/ Fort Montgomery School District of Orange County, New York

The United States Military Academy (West Point) is located on property ceded from the state of New York. The section 6 schools of West Point are 2 miles from the Highland Falls/Fort Montgomery Central School District in Orange County, New York. In school year 1983-84, West Point included 479 section 6 families, including primarily military academy instructors and a few enlisted men and civilian personnel.

The section 6 school system (for summary data, see table II.10) served 800 students in school year 1983-84 at the elementary (kindergarten through grade 4) and middle school (grades 5 through 8) levels. The student enrollment included 20 handicapped children. West Point senior high school students (185) attended the local senior high school in Highland Falls. Military academy instructors stationed at West Point are on the installation for 3 years, contributing to an annual student turnover rate of about 30 percent.

Table II.10: Characteristics of U.S. Military Academy Schools and the Highland Falls/Fort Montgomery (New York) **Central School District**

Characteristics	**U.S. Military Academy section 6 schools**	**Highland Falls/Fort Montgomery central school district**
Per-pupil expenditure	$3,308	$5,569
Teacher/pupil ratio	1:14	1:15
Remedial teacher/pupil ratio	1:26	1:16
Average teachers' salary	$26,000	$21,837
Teachers' average years of experience	15	10
Percent of teachers with master's degrees and above	84.2	50.0
Computer/pupil ratio	1:38	1:32
School buildings (total)	4[a]	3
At capacity	3	2
Above capacity	0	1
Below capacity	1	0
High school	[b]	•

[a] One of these buildings has been demolished since school year 1983-84.

[b] Installation does not operate secondary schools.

The Highland Falls/Fort Montgomery central school district (see table II.10) enrolled 1,093 students in school year 1983-84. The school system's grade structure defined elementary as kindergarten through grade 3, middle school as grades 4 through 8, and high school as grades 9 through 12. The school system had three schools—one elementary, one middle, and one high school—and experienced an estimated annual student turnover rate of 7 percent.

The West Point schools tested the achievement level of students in grades 1 through 7 during the spring of the 1985 school year. Highland Falls tested the achievement level of students in kindergarten through grade 8.

The West Point school system provided extracurricular activities that included track, music lessons, band, orchestra, school journalism, and a student government.

The Highland Falls school system provided a number of extracurricular activities, including sports (e.g., tennis, baseball, basketball, football, soccer, softball, swimming, track, volleyball, and skiing); county-wide interscholastic competition in spelling, band and chorus, and composition; instrumental music; chorus; drama; TV production; computer, photography, and foreign language clubs; cheerleading; National Honor Society; school newspaper; and student council. The school system also provided advanced placement curricula in English, American history, biology, calculus, and French.

Schools of Camp Lejeune Marine Corps Base and Onslow County, North Carolina

Camp Lejeune Marine Corps Base is located in Onslow County, North Carolina. In school year 1983-84, the base's section 6 school system (for summary data, see table II.11) served about 3,623 students in five elementary, one junior high, and one high school. The annual student turnover rate was estimated at 50 percent. Approximately 20 handicapped students were bussed to school.

Table II.11: Characteristics of Camp Lejeune Marine Corps Base Schools and the Onslow County (North Carolina) **School District**

Characteristics	Camp Lejeune section 6 schools	Onslow County (NC) school district
Per-pupil expenditure	$1,678	$1,769
Teacher/pupil ratio	1:16	1:18
Remedial teacher/pupil ratio	1:59	1:77
Average teachers' salary	$21,752	$17,500
Teachers' average years of experience	8	6
Percent of teachers with master's degrees and above	32.7	22.0
Computer/pupil ratio	1:39	1:39
School buildings (total)	7	24
At capacity	0	1
Above capacity	7	19
Below capacity	0	4
High school—percent of graduates:		
Entering college	68.4	52.0
Entering postsecondary vocational/trade programs	9.2	18.0
Entering the Armed Services	14.5	5.0

[a]Information not reported.

The Onslow County school system (see table II.11) enrolled 15,300 students in school year 1983-84. In addition to several elementary schools, the school system had six high schools—two having grades 7 through 12 and four having grades 9 through 12— and four middle schools—three with grades 6 through 8 and one with grades 4 through 8. The county experienced an estimated annual student turnover rate of 30 percent.

Camp Lejeune schools tested the achievement level of students in all grades but the 12th during the 1984-1985 school year. Onslow County tested students in grades 1, 2, 3, 6, and 9.

Camp Lejeune provided a number of extracurricular activities for high school students, including sports (baseball, basketball, football, golf, soccer, softball, track, volleyball, and wrestling), theater guild, band, cheerleading, school newspaper, student council, drama club, and yearbook. The school system also provided advanced placement curricula in English literature and composition, calculus, American history, biology, and European history.

The county school system also provided extracurricular activities, including sports (e.g., baseball, basketball, football, golf, soccer, softball, track, volleyball, and wrestling), band, orchestra, cheerleading, student newspaper, and student council. Advanced placement curricula were offered in English and history.

Schools of Fort Bragg and Fayetteville City and Cumberland County, North Carolina

Fort Bragg is located in Cumberland County, North Carolina. In school year 1983-84, the Fort's section 6 school system (for summary data, see table II.12) served about 4,362 students in eight elementary and middle schools. The elementary schools served students in grades kindergarten through 5, and the middle schools served students in grades 6 through 8. The system's student turnover rate was about 36 percent. Fort Bragg had approximately 65 handicapped students.

Table II.12: Characteristics of Fort Bragg Schools and the Fayetteville City and Cumberland County (North Carolina) **School Districts**

Characteristics	**Fort Bragg section 6 schools**	**School district**	
		Fayetteville City (NC)	**Cumberland County (NC)**
Per-pupil expenditure	$2,442	$2,490	$1,963
Teacher/pupil ratio	1:16	1:16	1:17
Remedial teacher/ pupil ratio	1:47	1:27	1:80
Average teachers' salary	$20,604	$18,790	$18,500
Teachers' average years of experience	15	15	12
Percent of teachers with master's degrees and above	35.1	30.3	30.7
Computer/pupil ratio	1:30	1:75	1:47
School buildings (total)	8	15	54
At capacity	5	1	0
Above capacity	1	0	54
Below capacity	2	14	0
High school	[a]	•	•

[a] Installation does not operate secondary schools.

The Cumberland County and Fayetteville City school systems[1] (see table II.12) enrolled 42,795 students in school year 1983-84. Cumberland County's grade structure defined elementary as kindergarten through grade 6, junior high school as grades 7 through 9, and high school as grades 10 through 12; Fayetteville defined elementary as kindergarten through grade 5, middle school as grades 6 through 8, and high school as grades 9 through 12.

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[1] At the time of our study (spring of 1985), the Fayetteville City and Cumberland County school systems (adjoining Fort Bragg) were merging, and the merged district was named Cumberland County. Thus, we have combined the student enrollment from the Fayetteville school system and the unmerged Cumberland County district.

Fort Bragg schools tested the achievement level of students in all grades during the 1983-84 school year, and Fayetteville City tested students in grades 1 through 9. Cumberland County tested students in grades 1 through 9 during 1985.

The Fort Bragg school system offered a number of extracurricular activities, including sports (e.g., baseball, basketball, soccer, softball, track, and volleyball), science club, foreign language club, band, cheerleading, chess club, school newspaper, and student council.

Both the county and city systems offered various extracurricular activities, including sports (e.g., baseball, basketball, football, golf, soccer, softball, track, volleyball, and wrestling), science club, foreign language club, band, cheerleading, chess club, debating team, school newspaper, and student council. Between the county and the city, the school systems also provided advanced placement curricula in English composition and literature, language and composition, biology, chemistry, physics, computer science, mathematics, calculus, foreign language, world history, American history, and European history.

Schools of Beaufort (Laurel Bay) Marine Corps Air Station and Beaufort County, South Carolina

Beaufort Marine Corps (Laurel Bay) Air Station is located in the northernmost part of Beaufort County, South Carolina. All base housing (1,781 housing units) is located in Laurel Bay within Beaufort County. Although one section 6 school is geographically located in the town of Beaufort and the other in Laurel Bay, both schools are geographically located in Beaufort County. In school year 1983-84, the base's section 6 school system (see table II.13 for summary data) served 1,126 students in two elementary schools (kindergarten through grade 6). The military personnel stationed at Beaufort had a tour of duty of about 3 years, contributing to an annual student turnover rate ranging from 25 to 30 percent. The air station had 220 handicapped students.

Table II.13: Characteristics of Beaufort (Laurel Bay) **Marine Corps Air Station Schools and the Beaufort County** (South Carolina) **School District**

Characteristics	Beaufort (Laurel Bay) Marine Corps Air Station section 6 schools	Beaufort County (SC) school district
Per-pupil expenditure	$2,438	$2,500
Teacher/pupil ratio	1:17	1:21
Remedial teacher/pupil ratio	1:7	1:15
Average teachers' salary	$21,939	$18,266
Teachers' average years of experience	10	9
Percent of teachers with master's degrees and above	30.9	37.7
Computer/pupil ratio	1:19	1:100
School buildings (total)	2	18
At capacity	2	16
Above capacity	0	0
Below capacity	0	2
High school	[a]	[a]

[a] Installation does not operate secondary schools.

Beaufort County school system (see table II.13) enrolled 10,315 students in school year 1983-84. The school system defined the grade structure in various patterns for the elementary, middle, and high schools to achieve racial balance. The school system had 18 schools consisting of 12 elementary, 3 middle, and 3 senior high schools. The elementary schools included six schools with kindergarten through grade 6, two with kindergarten through grade 5, two with kindergarten through grade 3, and two with grades 4 through 6. The middle schools included one with grades 6 through 8 and two with grades 7 through 9, and the high schools included one with grades 9 through 12 and two with grades 10 through 12. The county experienced an estimated annual student turnover rate of 5 percent.

Beaufort station schools tested the achievement level of students in grades 1 through 6 during the 1983-84 school year. Beaufort County tested students in kindergarten through grade 11. Most students were at Beaufort station for 3 years. The station school system offered band as an extracurricular activity.

The county school system provided a number of extracurricular activities, including sports (e.g., baseball, basketball, football, tennis, soccer, softball, and track), interscholastic competition in band and spelling, school newspaper, and student council. The county system also provided advanced placement curricula in English, science, and American history.

Schools of Fort Jackson and School District No. 2 of Richland County, South Carolina

Fort Jackson, located within the boundaries of School District No. 2 of Richland County, South Carolina, in school year 1983-84 had a military residential population of 5,148 individuals. The installation's section 6 school system (for summary data, see table II.14) served 1,041 students in three elementary schools. The school system's enrollment included 191 handicapped students. The grade structure for one school included students in kindergarten through grade 2; for another, grades 3 and 4; and for the third, grades 4 through 6. Fort Jackson's older students (about 270) attended two local middle schools and two local high schools. Military personnel were stationed at Fort Jackson for about 4 years; this contributed to an estimated annual student turnover rate of 45 percent.

Table II.14: Characteristics of Fort Jackson Schools and Richland County (South Carolina) **School District No. 2**

Characteristics	**Fort Jackson section 6 schools**	**Richland County (SC) school district No. 2**
Per-pupil expenditure	$2,789	$2,389
Teacher/pupil ratio	1:22	1:16
Remedial teacher/pupil ratio	1:38	1:49
Average teachers' salary	$21,000	$18,366
Teachers' average years of experience	11	10
Percent of teachers with master's degrees and above	100.0	62.7
Computer/pupil ratio	1:20	1:293
School buildings (total)	3	13
At capacity	2	10
Above capacity	1	3
Below capacity	0	0
High school	[a]	•

[a] Installation does not operate secondary schools.

Richland County School District No. 2 (see table II.14) enrolled 10,627 students in school year 1983-84. The school system's grade structure defined elementary as kindergarten through grade 5, middle school as grades 6 through 8, and high school as grades 9 through 12. The system had a total of eight elementary, three middle, and two high schools. The county experienced an estimated annual student turnover rate of 30 percent for kindergarten through grade 5, 22 percent for grades 6 through 8, and 12 percent for grades 9 through 12.

Fort Jackson tested the achievement level of students in grades 1 through 5 during the 1984-85 school year. Richland No. 2 tested students in grades 1 through 10.

The Fort Jackson school system provided various extracurricular activities, including band, jogging club, flag football, soccer, softball, drama, guitar club, and chess club.

The county school system offered a number of extracurricular activities, including sports (e.g., baseball, basketball, football, golf, soccer, softball, track, volleyball, and wrestling), foreign language club, theater guild, orchestra, cheerleading, debating team, communications arts, school newspaper, and student council. The county system also provided advanced placement curricula in American history, English literature, computer science, calculus, chemistry, biology, and European history.

Schools of Myrtle Beach Air Force Base and Horry County, South Carolina

Myrtle Beach Air Force Base is located in Horry County, South Carolina. The base's section 6 school system (for summary data, see table II.15) served 815 students in grades 1 through 8 in one elementary school. The annual student turnover rate was about 40 percent.

Table II.15: Characteristics of Myrtle Beach Air Force Base Schools and the Horry County (South Carolina) **School District**

Characteristics	Myrtle Beach section 6 schools	Horry County (SC) school district
Per-pupil expenditure	$2,331	$1,945
Teacher/pupil ratio	1:16	[a]
Remedial teacher/pupil ratio	1:6	[a]
Average teachers' salary	$20,654	$16,404
Teachers' average years of experience	14	[a]
Percent of teachers with master's degrees and above	48	40
Computer/pupil ratio	1:13	1:260
School buildings (total)	1	35
At capacity	0	3
Above capacity	1	32
Below capacity	0	0
High school	[b]	•

[a] Information not reported.

[b] Installation does not operate secondary schools.

The Horry County school system (see table II.15) enrolled 21,096 students in kindergarten through grade 12 during school year 1983-1984. The system's grade structure varied among 35 school buildings in the district. There were 19 elementary schools serving kindergarten through grade 8, 6 middle/combination schools serving grades 5 through 8, 7 high schools serving grades 7 through 12, and 3 career vocational centers for grades 9 through 12.

Myrtle Beach tested the achievement levels of students in all grades during the 1983-84 school year. Horry County tested the achievement level of students in grades 2 through 11 and the cognitive skills of kindergarten and grade 1 during the 1983-84 school year.

The Myrtle Beach school system offered extracurricular activities, including sports (e.g., basketball, soccer, tennis, track, volleyball, and floor hockey), band, cheerleading, science club, school newspaper, student council, and an honor club. The school system also provides advanced placement curricula in algebra, prealgebra, mathematics, and reading.

The county school system offered a number of extracurricular activities, including sports (e.g., football, basketball, baseball, softball, tennis, golf, soccer, wrestling, track, and cross country), National Honor Society and an honor club, National Vocational/Technical Honor Society, mock government events, academic subject clubs, yearbook, newspaper productions, student government, and various student services clubs. The county also provided advanced placement curricula in English, American history, European history, calculus, and biology.

Schools of the Dahlgren Naval Surface Weapons Center and King George County, Virginia

Dahlgren Naval Surface Weapons Center is located in Dahlgren (King George County), Virginia. Dahlgren has a military population of 462, of whom about 60 percent are enlisted personnel and 40 percent officers.

The base's section 6 school (for summary data, see table II.16) served about 203 students in one elementary school (kindergarten through grade 8) during school year 1983-84. Dahlgren's student enrollment included 15 handicapped children. The 30 high school students living on base attended the local senior high school in King George County. The annual student turnover rate was about 30 percent.

Table II.16: Characteristics of Dahlgren Naval Surface Weapons Center Schools and the King George County (Virginia) **School District**

Characteristics	Dahlgren Naval Surface Weapons Center section 6 schools	King George County (VA) school district
Per-pupil expenditure	$3,718	$2,094
Teacher/pupil ratio	1:18	1:18
Remedial teacher/pupil ratio	1:28	1:16
Average teachers' salary	$22,700	$16,698
Teachers' average years of experience	12	9
Percent of teachers with master's degrees and above	100.0	22.7
Computer/pupil ratio	1:20	1:50
School buildings (total)	1	4
At capacity	1	4
Above capacity	0	0
Below capacity	0	0
High School	[a]	•

[a] Installation does not operate secondary schools.

The King George County school system (see table II.16) enrolled 2,411 students in school year 1983-84. The school system's grade structure defined elementary as kindergarten through grade 5, middle school as grades 6 through 8, and high school as grades 9 through 12. The system had two elementary, one middle, and one high school. The county experienced an estimated annual student turnover rate of 2.9 percent.

Both the Dahlgren and King George County schools tested the achievement level of students in all grades during the 1983-84 school year.

The Dahlgren school system provided advanced placement in mathematics and English for grades 5 through 7. Basketball and music were provided as extracurricular activities and spelling as interscholastic competition.

The county school system offered a number of extracurricular activities, including sports (e.g., baseball, basketball, football, golf, hockey, cross-country, track, gymnastics, and wrestling), art club, science club, band, cheerleading, majorettes, school magazine and newspaper, and clubs for future business leaders, homemakers, and nurses. The county system also provided advanced placement curricula in humanities, calculus, science, and mathematics.

Schools of Quantico Marine Corps Base and Prince William County, Virginia

Quantico Marine Corps Base is located in both Prince William and Stafford Counties of Virginia. All base housing and section 6 schools are located on the southeasternmost part of Prince William County. Quantico's base population of about 15,000 in school year 1983-84 was composed almost equally of officers and enlisted personnel. The base's section 6 school system (for summary data, see table II.17) served 1,010 students in three elementary schools (kindergarten through grade 6) and 368 students in one combination middle/high school (grades 7 through 12). The system's student enrollment included 50 handicapped children. Between 40 and 60 percent of the military personnel stationed at Quantico had resided on the base for 1 year or less, contributing to an annual student turnover rate of about 50 percent.

Table II.17: Characteristics of Quantico Marine Corps Base Schools and the Prince William County (Virginia) **School District**

Characteristics	Quantico Marine Corps Base section 6 schools	Prince William County (VA) school district
Per-pupil expenditure	$3,568	$2,720
Teacher/pupil ratio	1:14	1:17
Remedial teacher/pupil ratio	1:49	1:10
Average teachers' salary	$26,450	$22,192
Teachers' average years of experience	11	15
Percent of teachers with master's degrees and above	65.3	45.0
Computer/pupil ratio	1:27	1:135
School buildings (total)	4	49
At capacity	1	9
Above capacity	0	5
Below capacity	3	35
High school—percent of graduates:		
Entering college	69.0	52.0
Entering postsecondary vocational/trade programs	0.0	3.6
Entering the Armed Services	3.1	6.9

The Prince William County school system (see table II.17) enrolled 35,274 students in school year 1983-84. The school system's grade structure defined elementary as kindergarten through grade 5, middle school as grades 6 through 8, and high school as grades 9 through 12. The system had 30 elementary schools, 13 combination schools, 2 high schools, and 4 special education schools. The county experienced an estimated annual student turnover rate of 15 percent.

Quantico schools tested the achievement level of students in all grades but grade 9 during the 1983-84 school year. Prince William County tested students in every other grade.

Most dependents had been attending Quantico schools for 1 year. The system offered a number of extracurricular activities, including sports (e.g., baseball, basketball, football, golf, softball, and track), interscholastic competition (e.g., national honor societies, national spelling tests, and orchestra and chorus competition), cheerleading, theater, and student government. The school system also provided advanced placement curricula in biology, mathematics, and art, as well as extensive testing and counseling services.

The county schools offered a number of extracurricular activities, including sports (e.g., baseball, basketball, football, golf, soccer, softball, swimming, track, volleyball, and wrestling), foreign language club, science club, band, orchestra, cheerleading, debating team, communications arts, school newspaper, and student council. Advanced placement curricula in literature, composition, calculus, computer science, chemistry, and American history also were offered.

Funds Available on a Per-Pupil Basis by Funding Alternative (School Year 1984-85)

Installation	Current section 6 operation	Funding alternatives		
		Local[a]	Contract	Coterminous
Maxwell AFB, AL	$2,679	$2,297	$2,679	$2,484
Fort McClellan, AL	2,368	1,844	2,368	2,424
Fort Rucker, AL	2,991	1,704	2,991	2,370
Fort Benning, GA	2,926	2,285	2,926	3,492
Robins AFB, GA	2,749	2,940	2,749	3,485
Fort Stewart, GA	3,004	2,239	3,004	3,982
Fort Campbell, KY	2,939	2,456	2,939	4,008
Fort Knox, KY	3,192	2,380	3,192	4,114
England AFB, LA	2,262	2,199	2,262	2,409
West Point, NY	3,949	6,016	3,949	6,040
Fort Bragg, NC	2,955	2,335	2,955	3,512
Camp Lejeune, NC	2,938	2,429	2,938	3,474
Beaufort, SC	2,810	2,003	2,810	3,204
Fort Jackson, SC	3,194	2,405	3,194	3,061
Myrtle Beach, SC	2,477	1,763	2,477	3,178
Dahlgren, VA	4,392	2,495	4,392	3,521
Quantico MCB, VA	3,849	3,199	3,849	3,647

[a] Amounts shown assume that, where more than one district is near the installation, the district that would yield the lowest federal costs—generally the largest in terms of current enrollment—would absorb the section 6 schools.

Comments From the Department of Defense

ASSISTANT SECRETARY OF DEFENSE
WASHINGTON, D.C. 20301-4000

FORCE MANAGEMENT
AND PERSONNEL

SEP 8 1986

Mr. Frank C. Conahan, Director
National Security and International
Affairs Division
U.S. General Accounting Office
Washington, DC 20548

Dear Mr. Conahan:

This is the Department of Defense (DoD) response to the General Accounting Office (GAO) Draft Report, "DoD DEPENDENTS' SCHOOLS: Funding and Operating Alternatives," Dated May 9, 1986, (GAO Code 104562), OSD Case 7010.

As the authorizing statute (Section 6 of Public Law 81-874, as amended, 20 U.S.C. Section 241) intends, the DoD is committed to the transfer of the Section 6 schools when all requirements of the statute are met.

It is the view of the DoD that one option would not necessarily be in the best interests of every school system. Consideration of individual factors at each school will determine which financial arrangement is the best for that school system. The Department agrees that regular Impact Aid funds (Section 3 of Public Law 81-874) may not be adequate for all districts nationwide. In fact, even the current appropriation level does not sufficiently fund the entire Impact Aid Program.

Procedures are now being formalized to send a team, consisting of the appropriate OSD and Military Department officials, to meet with officials of the State Department of Education in each state where Section 6 Schools are located. The team will begin negotiations on the transfer of the Section 6 schools with selected school districts in the fall. The Section 6 schools will be transferred in those cases where all requirements of Section 6 of Public Law 81-874, as amended, are met.

Sincerely,

Chapman B. Cox

Attachment

GAO DRAFT REPORT - DATED MAY 9, 1986
(GAO CODE 104562) - OSD CASE 7010

"DOD DEPENDENTS' SCHOOLS: FUNDING AND OPERATION ALTERNATIVES"
RESPONSE TO THE GAO DRAFT REPORT

FINDING A: The Congress Indicates Exclusive Federal Responsibility for Funding and Operating the Military Dependents Schools No Longer Necessary. The GAO found that the DoD spent $88 million in 1985 to operate elementary and secondary schools (commonly referred to as "Section 6 schools"), for 29,000 military dependents on 17 military installations in nine states. The GAO reported that these schools were established beginning September 23, 1950, under Section 6 of Public Law 81-874, as amended. The GAO found that in addition to the DoD-funded and operated dependent's school program, there are three alternative methods used to educate military dependents in other military installation schools: (1) the local operation alternative, (2) the contract operation alternative, and (3) the coterminous operation alternative. The GAO also found that the Congress, recognizing that a primary reason for maintaining the Section 6 schools --local school segregation -- no longer exists, indicated in the 1985 Military Construction Authorization Act (Public Law 98-407), that the exclusive Federal responsibility for funding and operating the military dependents' schools was no longer necessary. The GAO also found that the Congress required the Secretary of Defense to submit a plan for transferring the schools to local school districts by July 1, 1990, and the DoD produced such a plan on March 4, 1986. The GAO concluded that because the education of military dependents has historically been a state and local responsibility and because the rationale for establishing the Section 6 Schools appears to no longer apply, continuing the Federal Government's exclusive responsibility for funding and operating these schools is much more difficult to justify. (p. 1 Executive Summary, pp. 1, 5, 37 GAO Draft Report)

Now on pp. 2, 10, 13, and 32.

DoD RESPONSE: Partially Concur. There are two factual errors in this narrative and, therefore, there is an incorrect conclusion - that because the education of military dependents has historically been a state and local responsibility and because the rationale for establishing the Section 6 Schools appears to no longer apply, continuing the Federal Government's exclusive responsibility for funding and operating these schools is much more difficult to justify. First, school segregation was not the primary reason for establishing the Section 6 schools. Second, schools are operated by DoD where state or local education agencies are not authorized to do so or are incapable of providing a free suitable public education for military dependents. Since 1816 the DoD has acted responsibly and consistently with the law in making educational opportunities available to eligible dependents of military personnel.

Since the enactment of Public Law 81-874 in 1950, there have been 99 Section 6 arrangements. Of the 17 remaining today in the United States (18 including Puerto Rico), eight systems provide education for grades K-6, five for grades K-8, and only four for grades K-12. These systems exist not because of school segregation, but because a free suitable public education is not available to dependents of military personnel in these areas.

FINDING B: Effects Of Impact Aid On Other Districts. The GAO reported that the Federal Impact Aid Program, administered by the Department of Education, is intended to compensate local school districts for (1) the loss of revenue due to nontaxable Federal property within their jurisdictions, and (2) the cost to local school districts of educating children who live on and/or whose parents work on, Federal property ("Federally connected children"). Impact aid is not a strict entitlement program because payments to local school districts are limited by appropriation levels, and in recent years, the GAO found annual appropriations have not been sufficient and pro rata reductions have been made. The GAO further found that transferring the dependents' schools to local school districts would exacerbate this situation and cause an annual reallocation of between $23 million and $45 million of impact aid funds from other impacted districts nationwide to the districts which assume responsibility for these military dependents. The GAO also found that by law, the states cannot consider impact aid payments when determining their funding levels to local school districts. The GAO concluded that the equity of increasing the funding and requiring states to partially fund such increases will need to be considered and agreed upon during the process of changing the schools funding and operating method. (P.4 Executive Summary, pp. 6, 7, 34, GAO Draft Report)

Now on pp. 4, 13, 15, and 31.

DoD RESPONSE: Concur. As it becomes feasible to transfer individual Section 6 schools to state and local control, the Department agrees that regular Impact Aid funds (Section 3, Public Law 81-874) may not be adequate for all districts nationwide. In fact, even the current appropriation level does not sufficiently fund all requirements under the Impact Aid Program.

In a few states, where state aid is high, Impact Aid and state aid may more than compensate for the cost of educating Federally-connected children. This is because Impact Aid has established minimum payments under the law. Therefore, in some cases, districts are overcompensated. This is inequitable when so many other districts nationwide receive insufficient payments. However, the Impact Aid laws should not be changed to remedy this inequity in only those districts assuming responsibility for Section 6 dependents. Any change in the law should be comprehensive; otherwise, inequities will only be exacerbated.

FINDING C: The Local Operation Alternative. The GAO reported that under this alternative, the responsibility for operating the Section 6 schools on the installations would be transferred to existing school districts. The GAO found that Federal funding would decrease between $44 million and $88 million at the 1985 appropriation levels depending on how the Congress decides to offset the additional impact aid funds needed by local school districts for the Section 6 students. The GAO further found that under this alternative: (1) if states use current procedures, total state costs for public education would increase by between $53.8 million and $61.5 million, (2) if the local school districts did not increase school funding along with the transfer, the funds available on a per pupil basis for operating the Section 6 schools would decrease at installations having 83 to 94 percent of the students and would increase at the others. The GAO also found that transferring the responsibility for operating the installation schools to existing nearby local school districts could cause a variety of changes in the present operating environment of both the Section 6 schools transferred and the nearby local schools. The GAO noted the possibility that such changes would adversely impact the quality of the education currently received by the Section 6 school students was a matter of significant concern to installation managers and parents. The GAO also noted that Section 6 school officials were concerned about the effect of a transfer to local operation on current school employees' employment status; e.g., loss of eligibility for Federal retirement benefits. The GAO concluded that transferring the schools to nearby school districts would save significant Federal funds; however, the local transfer could cause reduced per pupil funding and services for installation students, student transfers, loss of school board representation for military parents and potentially lower security at some installations. The GAO further concluded that local transfer could cause increased state funding, decreased job opportunities, salary and benefit levels for school employees, and - unless the Congress increases aid to cover the installation students - decreased Federal funding to other districts nationwide. (pp. 18-29, 37-38, GAO Draft Report)

Now on pp. 22-28 and 32-33.

DoD RESPONSE: Concur. This is an accurate summation of the consequences of this option. It avoided, however, discussing the importance of funding facilities maintenance and repair and replacement costs (Section 10 of Public Law 81-815). It also did not address the potential conflict which might arise if state statutes prohibited funding education for eligible dependents of DoD sponsors or if states are incapable of providing a free suitable public education for military dependents.

Now on pp. 28-29 and 32.

FINDING D: The Contract Alternative. The GAO reported that under this alternative, local school districts would operate the schools on the installations under contract. The GAO found that contract operations would have no impact on state and local education expenditures since the Federal Government would continue to pay all the costs of operating the schools. The GAO further found that unless the DoD were to contract for a level of services different from that provided by the Section 6 schools, contract operations would cause few changes in the current environment of the Section 6 schools or in the local school districts. The GAO finally found that the personnel issues are the same as those for the local operation alternative. The GAO concluded that there would be little difference between this alternative and the current method of funding and operating the schools, with the exception that Section 6 employees would no longer be Federal employees and might, therefore, be subject to reduced job opportunities, salaries, and benefits. The GAO further concluded that the contract alternative would result in no significant Federal savings. (pp. 29, 31, 37, GAO Draft Report)

DoD RESPONSE: Partially concur. The above finding is accurate according to the manner in which the two contract schools located at Dover AFB, Delaware, and Hanscom AFB, Massachusetts, are funded. This does not mean that other contractual possibilities do not exist. DoD could establish a contract which would include Federal, state and local funds in various combinations, an alternative that will be explored during the negotiations with the state education agencies in the states where Section 6 schools are located.

FINDING E: The Coterminous Operation Alternative. The GAO reported that under this alternative, the installation schools would be operated as new local school districts having the same boundaries as those of the installations. The GAO found that because school operating and policy-making authorities would remain essentially unchanged and existing local school districts would not be directly affected financially, coterminous operation of the schools could be expected to cause few signigicant changes in the current Section 6 and nearby local school district environments. Further, according to the GAO, while the personnel issues related to this alternative are similar to those related to local and contract operation alternatives, some may not be as severe. The GAO further found that as with the local operation alternative, the extent of Federal cost reductions, between \$43 million and \$48 million at 1985 appropriation levels, would depend on impact aid funding levels determined by the Congress. The GAO noted that (1) assuming states were to fund the Section 6 schools using current procedures, total state costs in the nine affected states would increase by between \$53.8 million and \$61.5 million, and (2) the funds available on a per pupil basis for operating the schools would increase by 20 percent. The GAO noted that under the coterminous alternative the combination of impact aid and state funding using procedures would increase the funding available to operate Section 6 schools above the current levels. The GAO concluded that to avoid increasing Section 6 funding levels - which are already generally greater than those of surrounding local school districts - and to provide an incentive to states to accept the installation schools as separate school systems, changes would be needed in the impact aid legislation to allow the states to consider some portion of impact aid funds when determining state education assistance to the installation schools. The GAO further concluded that the alternative that seems to be the best is the creation of coterminous school districts with funding provided by Federal impact aid and the states - this alternative would save at least $43 million in Federal funds while restoring state responsibility and minimizing disruptions to both dependents' schools and school districts. (pp. 32-40, GAO Draft Report)

Now on pp. 29-34.

DoD RESPONSE: Partially Concur. Although this alternative appears to have the most merit on the face of it, the DoD would prefer considering the individual factors of each school district to determine which financial arrangement would fit the unique needs of that district. The DoD does not believe that one option would necessarily fit every Section 6 school. It is possible that the best arrangement for a specific Section 6 school would be another option or a combination of available options.

FINDING F: Impediments To A Change In Funding and Operating Section 6 Schools. The GAO found that the type of Federal and state jurisdiction over the 17 military installations with Section 6 schools, and the laws in some states restricting the use of state and local funds for educating military dependents residing on installations, pose problems which will have to be resolved before changing the method of funding and operating the Section 6 schools. For example, the GAO noted that five states (Georgia, Kentucky, New York, North Carolina, and South Carolina) have laws prohibiting the expenditure of state or local funds for maintaining school facilities and surrounding acreage not owned by local school districts. The GAO further found that at the five installations where more than one local school district adjoins the installation, decisions will have to be made as to which district would be responsible for operating the installation schools in the event of a transfer. The GAO noted that twenty-two of the school districts near 14 installations currently operate under some kind of mandate to desegregate their school systems. The GAO pointed out that to some extent local court-ordered and voluntary desegregation plans will cause transfers and busing of students between Section 6 and local schools. The GAO concluded that regardless of the alternative selected to fund and operate the Section 6 Schools, a number of jurisdictional and legal matters need to be resolved. (pp. 41-52, GAO Draft Report)

Now on pp. 40-49.

DoD RESPONSE: Concur

RECOMMENDATION: The GAO recommended that in forthcoming deliberations among the Department of Education, the DoD, and appropriate state education officials on shifting the responsibility for funding and operating the military dependents' schools, the Secretary of Education and the Secretaries of the affected Military Services advocate the adoption of the new coterminous local school district alternative. This alternative will reduce overall Federal expenditures, restore education responsibilities to the states, and minimize the direct funding and operational impact on local school districts. (p. 39, GAO Draft Report)

Now on p. 33.

DoD RESPONSE: Nonconcur. The DoD would reiterate that the coterminous operation alternative appears to have the most merit on the face of it. However, the DoD would prefer considering the individual factors of each school district to determine which financial arrangement would fit the unique needs of that district. The DoD does not believe that one option would necessarily respond to the uniqueness of every Section 6 school. It is possible that the best arrangement for a specific Section 6 school would be another option or a combination of options.

MATTERS FOR CONSIDERATION BY THE CONGRESS

Consideration 1: For those dependents' schools which are established through mutual agreement of Federal, state, and local officials as coterminous school districts or transferred to nearby local school districts, the Congress may want to consider whether impact aid should be increased so that local districts nationwide do not lose funds because of a reallocation of impact aid to the districts absorbing the Section 6 students. (p. 39-40, GAO Draft Report)

Now on p. 34.

DoD RESPONSE: Concur

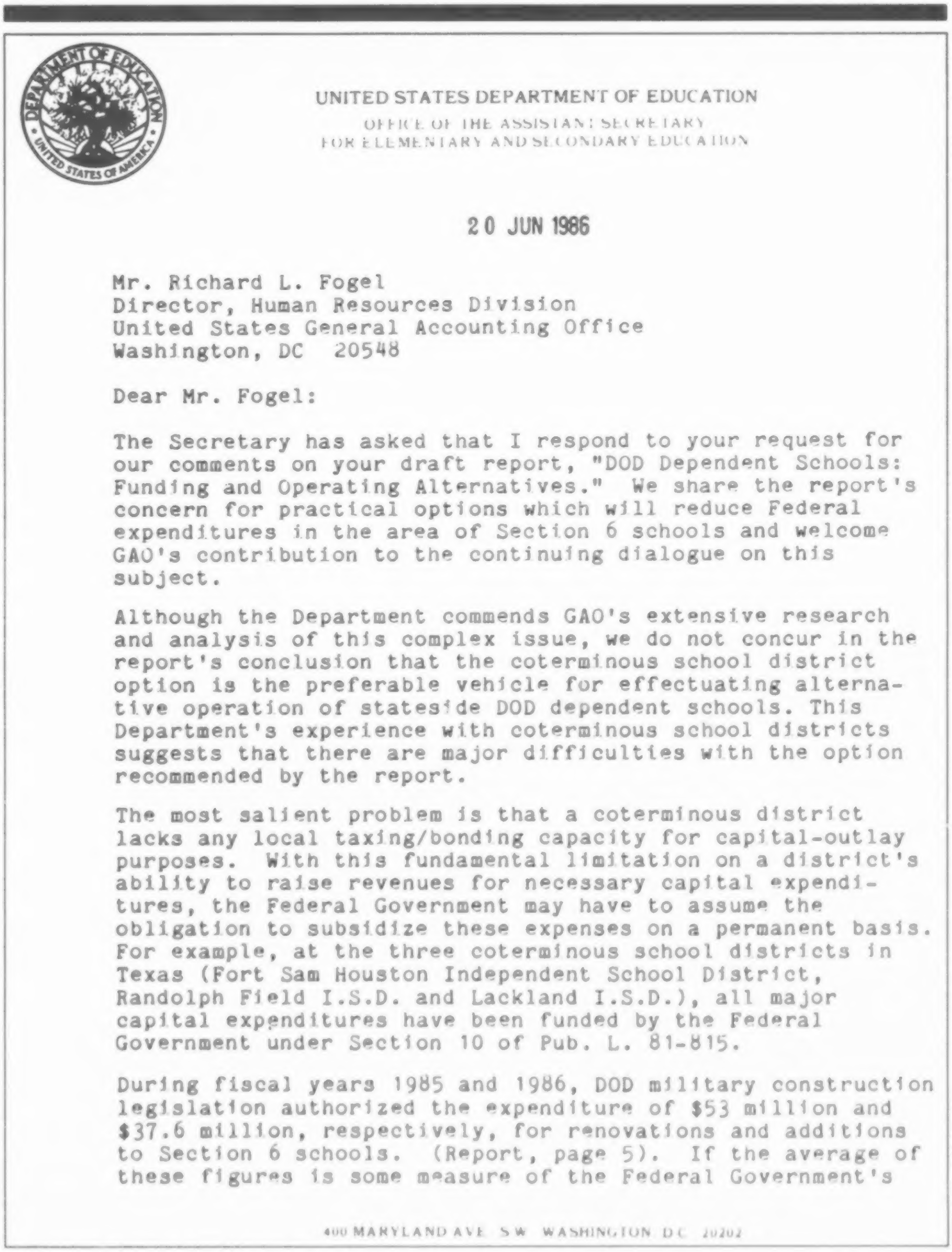
Consideration 2: If the Section 6 schools are established as new coterminous districts, the Congress may want to consider amending the impact aid legislation to permit the states in which such districts are established to consider a portion of impact aid payments to those districts when determining the amount of their education payments so that funding levels for these schools would not significantly increase. (p.40, GAO Draft Report)

Now on p. 34.

DoD RESPONSE: Concur. If the purpose is to ensure equitable funding of all local school districts within a state. Nonconcur if this results in the Section 6 schools receiving less state aid than the local school districts, thus less total operating funds than comparable local school districts.

Appendix V

Comments From the Department of Education



UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF THE ASSISTANT SECRETARY
FOR ELEMENTARY AND SECONDARY EDUCATION

20 JUN 1986

Mr. Richard L. Fogel
Director, Human Resources Division
United States General Accounting Office
Washington, DC 20548

Dear Mr. Fogel:

The Secretary has asked that I respond to your request for our comments on your draft report, "DOD Dependent Schools: Funding and Operating Alternatives." We share the report's concern for practical options which will reduce Federal expenditures in the area of Section 6 schools and welcome GAO's contribution to the continuing dialogue on this subject.

Although the Department commends GAO's extensive research and analysis of this complex issue, we do not concur in the report's conclusion that the coterminous school district option is the preferable vehicle for effectuating alternative operation of stateside DOD dependent schools. This Department's experience with coterminous school districts suggests that there are major difficulties with the option recommended by the report.

The most salient problem is that a coterminous district lacks any local taxing/bonding capacity for capital-outlay purposes. With this fundamental limitation on a district's ability to raise revenues for necessary capital expenditures, the Federal Government may have to assume the obligation to subsidize these expenses on a permanent basis. For example, at the three coterminous school districts in Texas (Fort Sam Houston Independent School District, Randolph Field I.S.D. and Lackland I.S.D.), all major capital expenditures have been funded by the Federal Government under Section 10 of Pub. L. 81-815.

Now on p. 13.

During fiscal years 1985 and 1986, DOD military construction legislation authorized the expenditure of $53 million and $37.6 million, respectively, for renovations and additions to Section 6 schools. (Report, page 5). If the average of these figures is some measure of the Federal Government's

Page 2 - Mr. Richard L. Fogel

ongoing responsibilities, the yearly school renovation/addition expense would be $42.3 million. This virtually negates the projected $43 million annual savings in Federal funds cited by the report as a rationale for the coterminous school district alternative. (Executive Summary, page 4; Report, page 34). The report specifically does not attempt to address the question of funding sources for "construction and maintenance of school facilities" (Report, page 9). By thus curtailing the scope of the analysis, the basic weakness of the coterminous district option is not fully identified and potential Federal costs savings are accordingly overstated.

Now on pp. 3 and 30.

Now on pp. 15-16.

The report recognizes that the coterminous district alternative will entail the additional expenditure of State funds (Report, pages 20 and 34). At the same time the report recommends Congressional consideration of legislative action which will make this alternative more attractive to the States. Specifically, it suggests allowing the States to reduce their payments to new coterminous districts so as to avoid an increase in total per pupil funding (Executive Summary, page 4; Report, page 35). This recommendation does not take account of the fact that six of the nine States currently receive more Impact Aid for federally-connected children than they themselves spend on their children's education. Such States should not be allowed further reductions in their aid to coterminous districts.

Now on p. 30.

Now on pp. 5 and 31.

The report states that local school district operation of Section 6 schools will deprive military personnel of proportionate representation on school boards and control of school operations because of residency requirements under State law (Report, page 27). We agree that this problem exists but do not concur with the report's conclusion that the coterminous district will correct the situation (Report, page 36). A coterminous district is a local educational agency established under State law. Accordingly, State residency requirements for voting and school board membership would also apply to this type of district. Thus, the coterminous district is not a solution to the underrepresentation of military interests in the governance of local school districts.

Now on p. 27.

Now on p. 32.

Page 3 - Mr. Richard L. Fogel

It is the position of this Department that the preferred alternative is that of local school district operation of the 17 existing Section 6 schools. This option would effect a true Federal cost saving, primarily because the local district would have the responsibility for the renovation and construction of school facilities and would contribute a share of the cost of providing educational services to the children involved. The State would also have its legal obligation to provide support to such a district. Further, this type of operational arrangement would bring these schools out of their isolation from the larger socio-economic community and would permit meaningful school district organization, especially in the 13 out of 17 situations where local educational agencies already operate the secondary school programs.

The Department is well aware of the potential legal, jurisdictional and logistical obstacles in the transfer of Section 6 schools. Our experience would indicate, however, that these impediments are not insurmountable. Indeed, 75 Section 6 arrangements have been successfully transferred to local operation since 1950. For example, in 1953 eight Section 6 schools were transferred to local school district control in Alaska. More recently, local school districts assumed operation of Section 6 schools at Tyndall Air Force Base, Florida, in 1973 and at Craig Air Force Base, Alabama, in 1977 (the report refers to the Tyndall transfer at page 18).

Now on p. 22.

I will confine the remainder of my remarks to observations on specific sections of the proposed report:

Title - A better title would include a word such as "Stateside," to distinguish the schools under consideration from the general perception of DOD dependent schools as being overseas.

Executive Summary

Now on p. 2.

Page 1, Lines 41-43 - We would recommend changing the language to read "funding is shared by the Department of Education, through Impact Aid program payments, and the

Page 4 - Mr. Richard L. Fogel

responsible State Government." The report should make clear that special appropriations are not currently available to coterminous school districts.

Now on pp. 2.

Page 1, Lines 44-45 and Page 2, Lines 1-4 - Section 6(a) of Pub. L. 81-874 requires concurrences of the principals cited if an existing agreement is to be discontinued. We believe that such concurrence is also necessary before a new operational alternative is implemented.

Report

Descriptions of "A" and "B" children are not accurate. We would recommend the following corrections:

Now on p. 14.

> Page 6, Lines 4-6 - "(2) where children ("federally-connected children") reside on Federal property and/or where their parents reside or work on Federal property;"

Now on p. 14.

> Page 6, Lines 10-12 - "'A' children, who live on Federal property and who have a parent working on Federal property or on active duty in the uniformed services, or children who reside on Indian lands ('A' children are so named because aid is provided under Section 3(a) of the impact aid legislation)"

Now on p. 14.

> Page 6, Lines 13-16 - "'B' children, who reside on Federal property or who live with a parent employed on Federal property or have a parent on active duty in the uniformed services ('B' children are so named because aid is provided under Section 3(b) of the impact aid legislation).

Now on p. 14.

Page 6, Lines 24-25 - The fiscal year 1986 presequestration appropriation for Impact Aid was the same as that for fiscal year 1985.

Now on p. 14.

Page 7, Line 3 - Add at the end of paragraph "...choose, except for the 50 percent increment for special education children."

Page 5 - Mr. Richard L. Fogel

Now on p. 14.

Page 7, Lines 4-11 - See previous comment for a more accurate description of "A" and "B" children.

Now on p. 15.

Page 8, Lines 1-2 - Should read, "...average $1,500 per "A" pupil in Super A districts and $500 per "A" pupil in regular A districts."

Now on p. 15-16.

Page 9, Lines 1-6 - Funds for Section 6 school facilities are authorized by Section 10 of Pub. L. 81-815. In fact, certain Section 6 situations may be the only legal applicants for these appropriated funds.

Now on p. 28.

Page 29, Lines 21-24, and page 30, Lines 1-2 - Contract operation costs should indicate grade levels involved.

Now on p. 32.

Page 37, Lines 1-11 - As employees of LEAs, it would be necessary for teaching/administrative personnel to meet State certification requirements.

Now on p. 41-43.

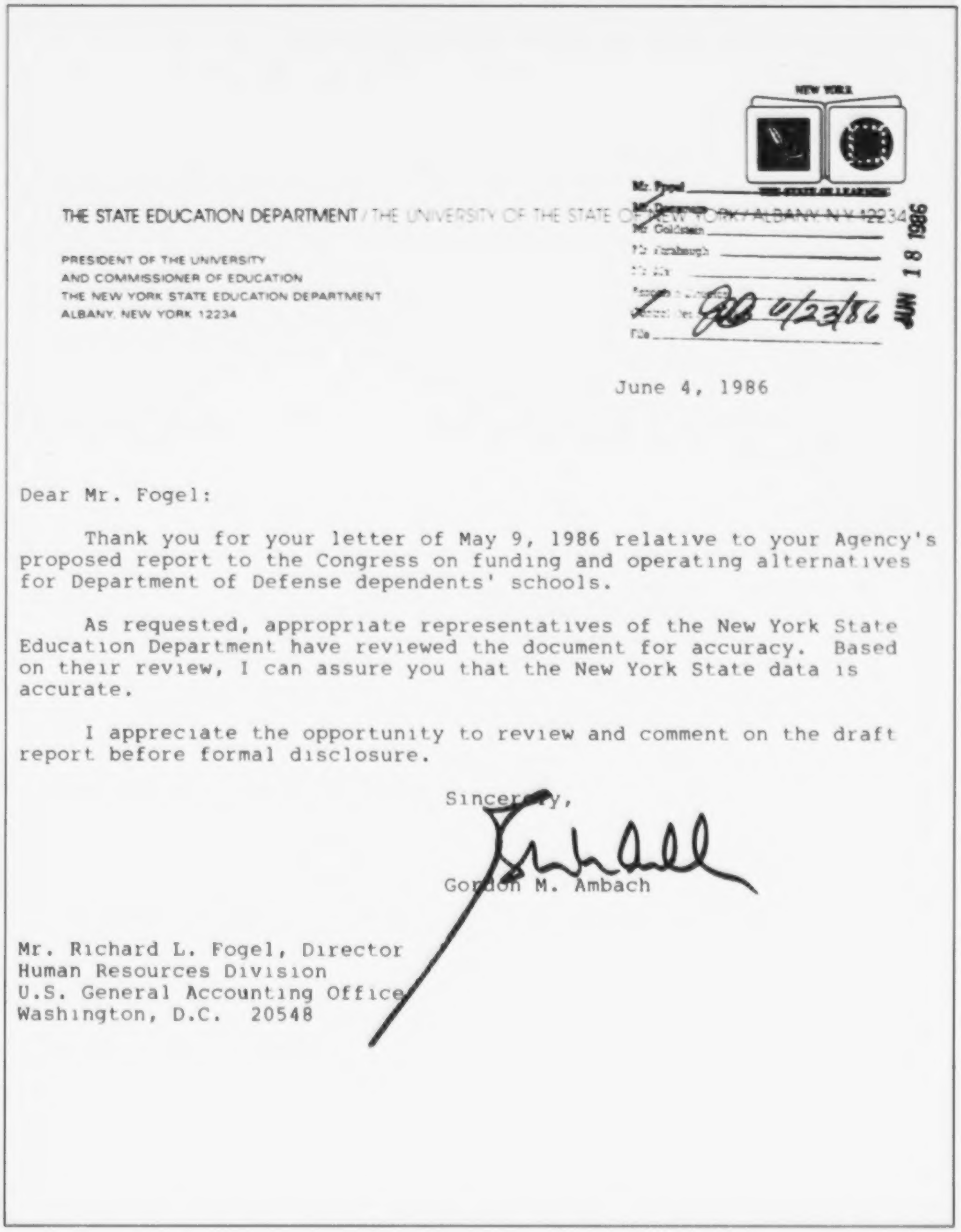
Chapter 3 - Impediment to a Change in Funding and Operating Section 6 Schools, Pages 43-46. It is our current understanding that Kentucky law may prohibit the expenditure of State tax revenues for the education of the children from Fort Knox and Fort Campbell on or off base.

Thank you for the opportunity to comment. I and members of my staff are prepared to respond with any additional information you may desire as a result of these comments.

Sincerely,

Lawrence F. Davenport
Assistant Secretary

Comments From the New York State Department of Education



THE STATE EDUCATION DEPARTMENT / THE UNIVERSITY OF THE STATE OF NEW YORK / ALBANY, N.Y. 12234

PRESIDENT OF THE UNIVERSITY
AND COMMISSIONER OF EDUCATION
THE NEW YORK STATE EDUCATION DEPARTMENT
ALBANY, NEW YORK 12234

Mr. Fogel
Mr. Goldstein
File
JUN 18 1986

June 4, 1986

Dear Mr. Fogel:

Thank you for your letter of May 9, 1986 relative to your Agency's proposed report to the Congress on funding and operating alternatives for Department of Defense dependents' schools.

As requested, appropriate representatives of the New York State Education Department have reviewed the document for accuracy. Based on their review, I can assure you that the New York State data is accurate.

I appreciate the opportunity to review and comment on the draft report before formal disclosure.

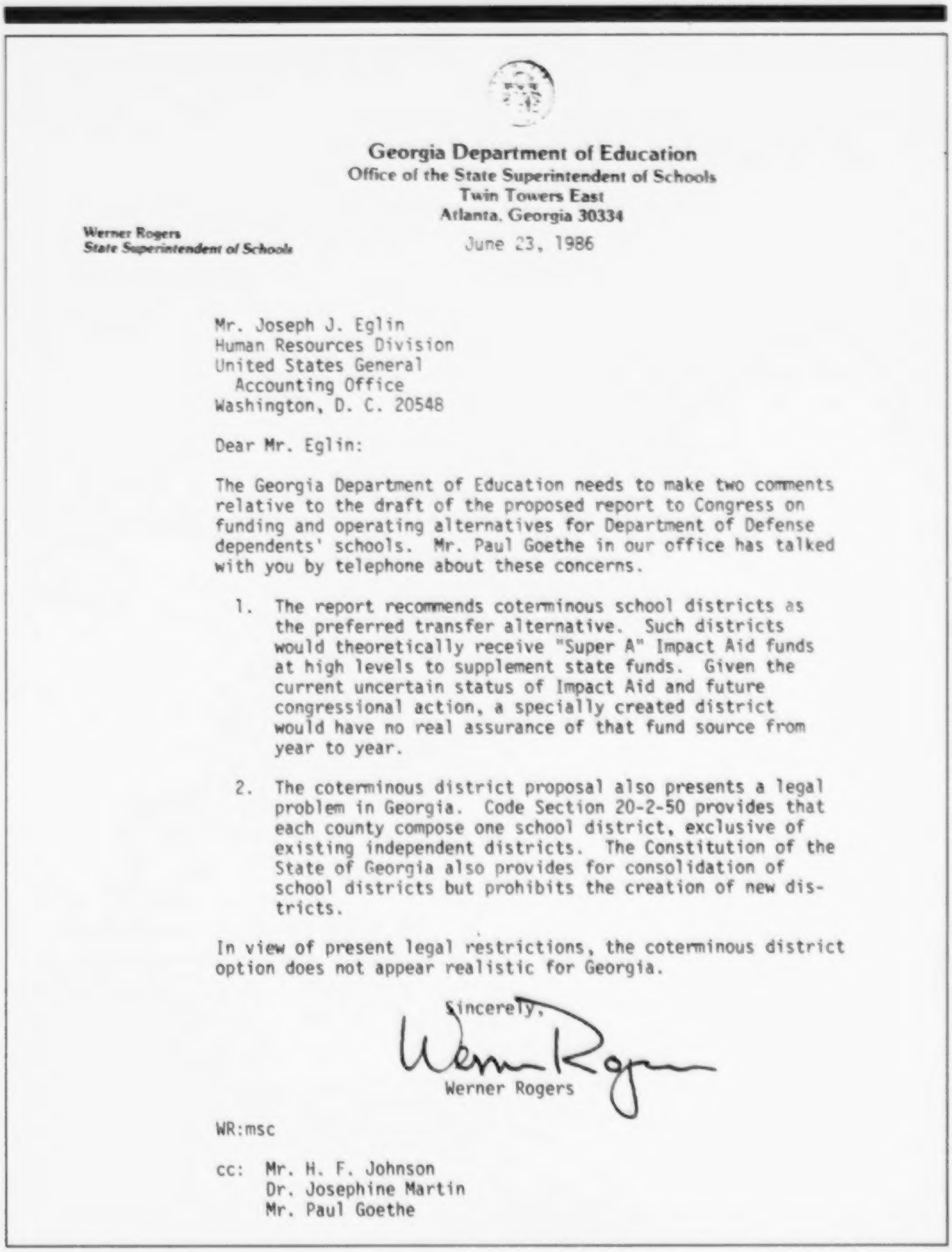
Sincerely,

Gordon M. Ambach

Mr. Richard L. Fogel, Director
Human Resources Division
U.S. General Accounting Office
Washington, D.C. 20548

Appendix VII

Comments From the Georgia Department of Education



Georgia Department of Education
Office of the State Superintendent of Schools
Twin Towers East
Atlanta, Georgia 30334

Werner Rogers
State Superintendent of Schools

June 23, 1986

Mr. Joseph J. Eglin
Human Resources Division
United States General
Accounting Office
Washington, D. C. 20548

Dear Mr. Eglin:

The Georgia Department of Education needs to make two comments relative to the draft of the proposed report to Congress on funding and operating alternatives for Department of Defense dependents' schools. Mr. Paul Goethe in our office has talked with you by telephone about these concerns.

1. The report recommends coterminous school districts as the preferred transfer alternative. Such districts would theoretically receive "Super A" Impact Aid funds at high levels to supplement state funds. Given the current uncertain status of Impact Aid and future congressional action, a specially created district would have no real assurance of that fund source from year to year.

2. The coterminous district proposal also presents a legal problem in Georgia. Code Section 20-2-50 provides that each county compose one school district, exclusive of existing independent districts. The Constitution of the State of Georgia also provides for consolidation of school districts but prohibits the creation of new districts.

In view of present legal restrictions, the coterminous district option does not appear realistic for Georgia.

Sincerely,

Werner Rogers

Werner Rogers

WR:msc

cc: Mr. H. F. Johnson
Dr. Josephine Martin
Mr. Paul Goethe

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